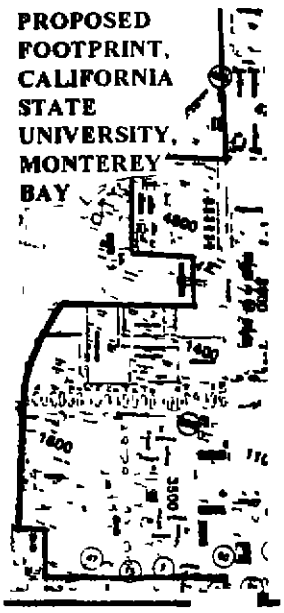

CREATING A CAMPUS FOR THE TWENTY-FIRST CENTURY

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THE CALIFORNIA STATE UNIVERSITY AND FORT ORD

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

OCTOBER 1993 COMMISSION REPORT 93-22

SUMMARY

Through a decision by the Base Closure Commission and the President of the United States, Fort Ord in Monterey County has been scheduled for virtual closure during Fall 1995 As a result of this decision, the California State University has been presented with a unique opportunity the ceding of 1,286 acres of land and facilities has been estimated at approximately $1 billion — an amount that will probably be supplemented by additional funding for upgrading, conversion, and renovation The Trustees have designated the new institution as California State University, Monterey Bay

From the outset, the State University has pursued its planning with the idea that the new Monterey Bay campus should take advantage of the latest technologies and management styles, provide a futuristic curriculum, and attract an innovative as well as prestigious faculty

With those themes in mind, this report discusses the social, economic, and technological environment of the next several decades and how universities may choose — or be required — to adapt themselves to it (Part One) Part Two then examines the possibility of implementing the concept of Total Quality Management (TQM) at the institution and opening it as a "charter campus " Because of the Commission's statutory mandate to review proposals for new university campuses, the Commission is inevitably involved in the planning process for the proposed campus, and Part Three provides a status report on that process Part Four analyzes the Trustees' "Letter of Intent to Expand" that is required under the Commission's review guidelines Finally, Part Five offers several conclusions about the planned campus and these two recommendations

1. **The Commission recommends that the California State University move forward with its planning efforts for the creation of California State University, Monterey Bay.**

2. **The Commission recommends that a liaison committee consisting of representatives from the State University, the four community colleges in the region (Monterey Peninsula College, Hartnell College, Gavilan College, and Cabrillo College), and the Commission be established for the purpose of discussing such issues as lower-division course work at California State University, Monterey Bay.**

The Commission adopted this report at its meeting on October 25, 1993, on recommendation of its Educational Policy and Programs Committee Further information about the report may be obtained from William L Storey, Chief Policy Analyst, Academic Programs and Policy, California Postsecondary Education Commission, at 1303 J Street, Suite 500, Sacramento, California 95814-2938, telephone (916) 322-8018 Further information about the planned campus may be obtained from Stephen F Arvizu, Interim Provost, California State University, Monterey Bay, at 915 Hilby Avenue, Suite 28, Seaside, California 93955, telephone (408) 393-3330

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COMMISSION REPORT 93-22
PUBLISHED OCTOBER 1993

Contributing Staff William L Storey

If education is the transmission of civilization,
we are unquestionably progressing
Civilization is not inherited,
it has to be learned and earned by each generation anew,
if the transmission should be interrupted for one century,
civilization would die, and we should be savages again.
So our finest contemporary achievement
is our unprecedented expenditure of wealth and toil
in the provision of higher education for all
Once colleges were luxuries,
designed for the male half of the leisure class,
today universities are so numerous
that he who runs may become a Ph.D
We may not have excelled the selected geniuses of antiquity,
but we have raised the level and average of knowledge
beyond any age in history

Will and Ariel Durant, *The Lessons of History* (1968)

Contents

Displays

1 Education and the Twenty-First Century: Toward Technology

> Technological change defines the horizon of our material world as it shapes the limiting conditions of what is possible and what is barely imaginable It erodes taken-for-granted assumptions about the nature of reality, the "pattern" in which we dwell, and lays open new choices
>
> Shoshana Zuboff, *In the Age of the Smart Machine*, 1988

The challenges of the twenty-first century

As California nears the opening year of the twenty-first century, its citizens may look back and take pride in the creation of the most broadly available and highest quality system of higher education that has ever graced any society since the first stirrings of civilization Yet even with such success, they may consider such an achievement to be a luxury they cannot afford, for the present finds California's colleges and universities facing challenges unimagined only a few years ago, and criticisms of its operations that must seem to many within the institutions to be unfair, undeserved, and possibly even spiteful And when the leadership of both the State of California and higher education look up over the next hill, and see the challenges of curtailed public resources, a burgeoning student population, an academy distressed by the prospect of changes in its culture, an increasingly diverse citizenry, a technological revolution, and major international economic challenges, it may feel an understandable nostalgia for simpler days a few decades ago

the Strategic Planning Task Force of the Society for College and University Planning undertook a major effort at environmental scanning,' in which the Commission actively participated for the purpose of identifying challenges that will confront higher education in the twenty-first century "

Within higher education, many individuals and organizations are speculating on what the twenty-first century may hold, and on what types of institutions will be needed to take advantage of the opportunities it will present Among them, the Strategic Planning Task Force of the Society for College and University Planning (SCUP) undertook a major effort at "environmental scanning," in which the Commission actively participated, for the purpose of identifying challenges that will confront higher education in the twenty-first century In its *Strategic Planning Report* (June 1993), the Society identified six issues that it considers especially important -- (1) advancing the knowlege-based society, (2) educational technology, (3) the new emphasis on quality, (4) multiculturalism, (4) internationalism, and (6) financing Display 1 on pages 2-3 reproduces the Society's conclusions about these issues

DISPLAY 1 *Trends Likely to Affect Higher Education in the Twenty-First Century, as Identified by the Society for College and University Planning*

Advancing the Knowledge-Based Society Much economic focus has shifted from an industrial-based society to a service-oriented society premised on information and knowledge Societal expectations are heightened, and the concept of higher education has shifted from a narrow to a broad focus Education and higher level training are no longer regarded as solely the domain of higher education institutions This has significant implications for the way in which higher education is viewed and utilized

There is a need to plan for

- Lifelong learning and ongoing education as part of a knowledge-based society
- New ways of creating and disseminating knowledge that take into account the changing educational demands of new learners
- A higher education perspective that is concept- or knowledge-focused rather than institution-focused
- Colleges and universities to be high-performance learning organizations, producing the highly trained, educated workforce which can keep up with the constantly changing information base

Educational Technology. Rapid technological advances demand change in all sectors of higher education, from academic delivery systems to facilities construction There are new opportunities for networking and restructuring higher education processes and systems in ways that are no longer constrained by time, space, or location concerns

There is a need to plan for

- Harnessing technological capacities to develop educational delivery systems that effectively link knowledge, curricula, and clientele in new configurations
- Development of new organizational networks that use emerging technologies for lifelong education and training of personnel
- Sufficient resources -- finances, facilities, equipment, and personnel -- to develop and utilize technological advancements

The "New" Quality Emphasis The total quality movement in the corporate sector has created a new emphasis on the process of quality improvement within higher education This interest in quality is coupled with public concerns about the value and costs of education and growing competition from other organizations entering the knowledge and production arena Colleges and universities are being asked to develop evaluation measures and standards of performance across all functional areas

There is a need to plan for

- Institutional systems and organizational cultures that support a long-term commitment to quality improvement
- Systems and processes to provide mechanisms for assessing institutional accountability

- Indicators for quality planning that incorporate a focus on "customers," an emphasis on process, and a commitment to error prevention

Multiculturalism. Changing and shifting demographics is one of the most widely recognized and studied trends affecting higher education Traditional labels, such as majority and minority, have lost much of their meaning in light of society's growing diversity

There is a need to plan for

- Diverse constituent needs and educational perspectives, and the development of pertinent new structures and processes
- Institutional perspectives that incorporate diversity as a given rather than as an exception
- Ubiquitous networks, knowledge bases, and collaborative relationships that support the educational demands of the diverse constituency

Internationalism A world view is beginning to emerge Societal and technological advancements are eliminating traditional barriers among countries and global markets This perspective requires a shift in the scope and focus of North American higher education As transnational relationships continue to develop, the differences between American higher education and other countries' educational systems are lessening

There is a need to plan for

- Systems and networks that incorporate international perspectives and knowledge bases
- More collaborative partnerships across political boundaries among organizations involved in learning
- Educational systems that are flexible and responsive to changing global emphases

Financing Higher Education The true costs of higher education have gone relatively unrecognized, in part due to the heavy subsidies education has traditionally received from governments These sources of funds are shrinking and being redistributed in ways that reflect shifting governmental priorities It has become clear that alternative sources of revenue for higher education must be identified and developed College and university operations are being held more accountable for the effective and efficient use of resources

There is a need to plan for

- Financial systems that incorporate diversified resources
- Educational systems and processes that use existing resources more efficiently and effectively

Higher education can no longer function with the processes and perspectives of twenty or even five years ago Planning processes that only support evolutionary change are no longer adequate In fundamental ways, neither our conception of higher education nor the ways in which it functions are sufficient to meet emerging societal needs Change is inevitable Change is a constant in the future of higher education

Source Society for College and University Planning, 1993, pp 1-3

In issuing its report, the Society offered this explanation

> Higher education has carried out its mission using essentially the same structures and processes since its inception Now, colleges and universities are being redefined and transformed by a new constant -- change Externally, the wider social environment is confronted by a variety of challenges, ranging from a flagging economy to a revolution in technology Higher education, which both supports and reflects the greater society, is affected by these same developments Paradoxically, higher education is cast as a root cause of some of these circumstances as well as a source for solutions The challenges for higher education include changing demographics for both students and staff, demands for lifelong learning, and calls for accountability and "proof" of educational value The landscape of learning is being permanently transformed

Different terms might be substituted for some of those used by the Society to identify trends -- among them, "information technology," "productivity enhancement," "cost containment," "globalism," or even "lifestyle changes" that may describe some of the forces that are changing the very nature of the culture, or of a multiplicity of cultures within the larger society What is clear from the Society's discussion is that changes are occurring that will have lasting, probably permanent, effects on higher education institutions Most participants in the Society's task force effort seem persuaded that higher education cannot continue to do business as it has in the past The signs of that include the presence of competitors for the education dollar in the private sector and within corporations, as well as a growing chorus of criticism of traditional higher education throughout the country, particularly at the most prestigious institutions The Commission examines the nature of that criticism in the next section

"What is clear from the Society's discussion is that changes are occurring that will have lasting, probably permanent, effects on higher education institutions "

From consensus to criticism

In the late 1950s, California's political leaders and higher education administrators agreed that the new wave of baby boomers would soon wash up on the front steps of academe Responding to the challenge, they created the *Master Plan for Higher Education in California, 1960-1975,* which called for the construction of a large number of new institutions, a different organization and governance arrangement for the state colleges, the creation of a coordinating board, and massive increases in spending at all levels At the time, government was relatively small, taxes were low, and the United States was virtually unchallenged in international trade As a result, large appropriations were forthcoming, new campuses were built, faculty salaries increased steadily and occasionally rapidly, administrative structures expanded with few restraints, scholarship and aid programs were created or enhanced, massive increases in research funding reinforced the idea of the "research university," and tuition and fee levels remained negligible Today, all of that has changed beyond recognition

The Master Plan was intended to be in effect for the 15-year period ending in 1975, but many of its recommendations have been carried forward to the present

day Yet the challenges faced between 1960 and 1975 almost pale in comparison to those higher education must confront in the period between 1995 and 2010 Almost the only similarity is that major enrollment increases were predicted then and are again predicted now In 1960, few doubted that government would provide the resources needed to serve the students who would soon enroll In 1993, few believe that government will provide the needed resources, primarily because other sectors of State operations have outstripped the ability of tax revenues to keep pace, but also because the political will to do so may not be as strong as it was a generation ago

When funding is plentiful, few complain about management decisions In the 1960s, in what was a benign fiscal environment by contemporary standards, higher education's leaders enjoyed considerable prestige, just as did many corporate leaders prior to the inception of the major quality and productivity challenges offered by Germany and Japan, particularly the latter When profit margins declined and market share, or even entire markets, were lost, American corporate leaders came in for withering criticism from any number of quarters In higher education, when budgets tightened, tuition and fees increased, time to degree lengthened, and students reported increasing difficulty finding classes, the phenomenon of intense criticism familiar to corporate leaders was leveled at educators from coast to coast Some of this criticism derived from philosophical or political disagreements over what was being taught (Bloom, Sykes, Smith, D'souza), but others were aimed squarely at perceived shoddy management practices, administrative bloat, useless research efforts, and students abandoned to the tender mercies of graduate student mentors A major report by the Carnegie Foundation for the Advancement of Teaching in 1987 highlighted much of this criticism, calling American colleges and universities "deeply troubled institutions" Similar sentiments were offered in a major report on higher education published by the *Christian Science Monitor* in 1992 (p 9)

> The 1990s promise to be a time of wrenching transition for American colleges and universities A period of nonstop growth that has lasted for a century is finally grinding to a halt With budgets declining and criticism rising, many universities -- especially those in the vast middle-ground of higher education -- find they may have to make sweeping changes to stay in business into the 21st century

In a recent paper, Kirk Knutsen of the California Research Bureau reviewed much of this critical body of evidence, particularly the work of William Massy and Robert Zemsky These two analysts -- both professors and administrators themselves -- identified four phenomena that tend to drive up costs within higher education They termed the four the "Cost Disease," "Growth Force," "Administrative Lattice," and "Academic Ratchet"

- The Cost Disease explains how it is possible to justify a complete independence between costs and productivity, in other words how costs can rise without any requirement that there be a commensurate increase in productivity It assumes

that educational delivery systems are more or less constant, and that techniques that improve learning speed, or provide for the instruction of greater numbers of students without cost increases, are unavailable

- The Growth Force is based on the working assumption that knowledge never becomes obsolete, that it constitutes a body to which new knowledge must constantly be added This pressure on higher education budgets stems from the constant refining of knowledge areas into smaller and smaller bits, in concert with ultimate curricular control being held by faculty departments that have no incentive to deny resources to any of their members The result is that few programs are ever abolished, while new ones are constantly emerging and demanding funding

- The Administrative Lattice is another cost driver, one of the most important It has been demonstrated in many reports quoted by the Research Bureau that administrative staffs grew rapidly in the 1980s, the causes of which appear to be increased governmental regulatory activities, micromanagement by governing boards, state agencies, and the Legislature, shared governance structures that require more and more meetings and broader representation from previously uninvolved groups, and finally, simple administrative entrepreneurialism and empire building

- The Academic Ratchet may be the most insidious of all the upward cost forces, because it is so subtle and difficult to detect In essence, it is a system that results in constant increases in faculty "research" at the expense of teaching The ratchet effect is created by increases and decreases in enrollments With each increase in enrollment, new faculty are hired (rather than being reassigned from research activities), with each decrease in enrollment, research time increases (rather than reducing the size of the faculty) It is caused by faculty perceptions of their rights to allocate their time in certain ways, in combination with a reward system that overwhelmingly recognizes publication, and diminishes teaching, as a criterion for compensation, tenure, advancement, or perquisites

'Higher education's traditional response to funding pressures has been twofold increase fees and/or reduce enrollments, but with growing demographic pressures and the promise of an unending inadequacy of resources to fund the traditional spending paradigm, external political pressure is likely to constitute one of the permanent realities of higher education in the twenty-first century "

Higher education's traditional response to funding pressures has been twofold increase fees and/or reduce enrollments, but with growing demographic pressures and the promise of an unending inadequacy of resources to fund the traditional spending paradigm, external political pressure is likely to constitute one of the permanent realities of higher education in the twenty-first century If it is true that few organizations ever reform themselves from within, it is probably also true that most organizations either reform or cease to exist as a response to external pressure Since higher education is unlikely to cease to exist, many have concluded that its only choice is reform

Moving to a new paradigm

These criticisms are only among the most recent and well articulated of a steady stream of criticism of higher education that has been growing since the mid-1980s, and few observers think it will end any time in the near future Recently, D Bruce

Johnstone, the Chancellor of the State University of New York, added his considerable voice to the debate by criticizing easy courses, lowered expectations, faculty indifference, and a disjointed academic calendar with more holidays and other breaks in the steady stream of instruction than are really needed He went beyond criticism, however, to identify four major pressures facing higher education (1993, p 3)

1 Financial strains on colleges and universities, with revenue sources unable to keep up with rising costs,

2 Financial strains on parents and students, with tuition and other costs rising faster than family incomes and with student work and debt loads mounting to dysfunctional levels,

3 Students entering college, or coming of college age, insufficiently prepared either for college or for the productive, mainstream work force, and

4 Inadequate learning in the undergraduate years of college

Johnstone offers two primary assumptions about the future of higher education (1) Colleges and universities in the twenty-first century will have no choice but to become more productive by finding ways to produce more education, research, and training for a given amount of resources (2) Increases in productivity cannot be achieved merely by decreasing inputs (faculty and staff) or increasing workload -- not by working harder, but by working differently, and certainly by working smarter

Johnstone then offers his thesis that "learning productivity" is the major task facing higher education (p 2)

> From these two assumptions follows the central thesis of this paper that significant and sustainable productivity advances in higher education must be achieved through greater attention to the learner *Learning Productivity* relates the input of faculty and staff not to enrollments or to courses taught or to credit or classroom hours assigned, but to learning -- i e , to the demonstrated mastery of a defined body of knowledge and skills When the object of critical inquiry is learning and learners, rather than merely teaching and teachers, an enormous potential opens for increasing learning through reducing the student's time spent on activities other than learning, lessening the aimless drift of students through prolonged undergraduate years, and challenging each student up to his or her learning potential

Johnstone expands his theme by insisting that the way out of the current dilemma in which higher education finds itself is through an insistence on high standards He notes the extremely well-documented weaknesses in some aspects of secondary education in the United States, but indicates that most of those weaknesses stem from a failure to state expectations clearly To a degree, he believes, the

weaknesses in the high schools reflect another facet of higher education's failure, one characterized by "unclear expectations, inadequate standards, and insufficient rewards" (p 7)

He believes higher education must make its expectations unmistakably clear to the secondary schools (p 8)

> It is no longer acceptable to resist standards and expectations as "elitist" or "discriminatory" In fact, nothing is so deleterious to learning as low standards or unclear expectations, and one of the most pernicious forms of discrimination is the assumption, sometimes unconscious, that certain children cannot learn as much or as fast and should therefore be spared rigorous expectations

Johnstone foresees a system of higher education based more on the mastery of subject matter than the accumulation of credit hours Such a system, he argues, is the only way to make educational institutions more productive Just asking faculty to teach more courses, or increasing class size, or reducing administrative support, will not of themselves increase productivity, they will only reduce quality While there is always room for greater efficiency, the major advances in productivity do not lie with solutions such as these

At present, coursework is geared primarily to a given length of time and a set body of material If a course lasts for 12 weeks, there is little, if any, incentive to complete it in ten, or to use the additional two weeks to learn additional material for which credit could be granted Similarly, with rigid semester or quarter calendars, students are forced to wait for the beginning of the next term to take the next round of coursework Johnstone believes that a given level of competence ("mastery" to use his term) should be specified early, that a student should be given the opportunity to demonstrate that level of competence at any time, and that there should be sufficient institutional flexibility to move the student on to the next objective once one objective has been achieved

The uses and effects of technology

If Johnstone's vision is to become a reality, or a partial reality, it will be technology that makes it possible Many fear that various technological innovations will sharply reduce the need for faculty, and may have the effect of isolating students and reducing the sense of community that is so important in any learning environment Johnstone thinks otherwise, and suggests that a maximization of individual and self-paced instruction, for the purpose of mastering a given body of knowledge, can achieve shorter average course completion times, and hence an increase in learning productivity He adds the following

> This does not signal the end of the large lecture or the medium-sized lecture discussion or the seminar or the tutorial But it does suggest that more of the purely didactic presentation of material can almost certainly be relegated to interactive programmed instruction through the personal computer, television, and video cassette recorder, to be called forth at

the discretion of the learner Examinations should be more self-administered, interactive instruments for teaching, through which students learn their strengths and weaknesses and receive suggestions on next learning steps Far from isolating students, self-pacing can encourage cooperative learning, even among students bound together only by E-mail The time of the professor can be spent more in the creation of new software and other learning materials, in monitoring individual student progress, and in the kinds of small group learning sessions for which there is no technological substitute for a professor and a blackboard (p 23)

In 1989, the Postsecondary Education Commission noted the promise of various technological innovations within education for the amelioration of such intractable problems as student dropouts, overcrowding, low participation rates among historically underrepresented groups, and the unmet demand for instruction in English as a second language In its report, *Technology and the Future of Education,* the Commission offered a number of powerful examples of how technology can improve education (pp 17-18)

- A high school student in rural Happy Camp, on Highway 96 west of Yreka, is taking a marine biology class that is being offered at his school by live interactive satellite instruction that originates in Texas
- A student at Monterey Peninsula College visits the high tech Center for the Disabled daily to write papers and work on assignments Quadriplegic, as a result of a car accident, he uses a headstick to strike keys on the computer keyboard, and experiences a greater degree of independence in his school work than was ever before possible
- A freshman physics major at California State University, San Bernardino, uses a computer and instructional software to reinforce concepts she is learning in her introductory physics course One program models energy transfer, allowing her to turn up the heat on a container of gas and observe the thermodynamic phenomena such as heat, work, and pressure that the software models
- A UCLA freshman completes much of her coursework in Elementary Symbolic Logic using a computer tied to the campus Social Sciences Computing Network The immediate feedback and tutoring features and the increased peer interaction that takes place in the computer labs have a significant educational benefit for her and her fellow students

In order to help California take full advantage of its existing technological advantages, the Commission offered 14 recommendations on educational technology, dealing with such issues as planning, intersegmental cooperation, in-service training, adequate funding for hardware and software purchases, implications for building construction, ethical standards, and the initiation and evaluation of specific pilot projects Of particular relevance to this report is Recommendation 8

> The Legislature should establish and fund a center or centers for the development, evaluation, research, and dissemination of information on instructional technology The center or centers should be intersegmental in operation, possibly under the auspices of the California State University (p 41)

Current plans for Fort Ord, as explained in greater detail in Chapter Three of this report, suggest that the facility, and the Monterey Bay area itself, may provide an excellent venue for new advances in the technological area It meets many of the conditions the Commission thought appropriate in 1989, as well as some of more recent vintage

1 Numerous facilities will be available at little or no cost to the State,

2 The area is isolated from major population centers, thus providing a solid opportunity to advance distance learning,

3 The federal government is likely to provide a substantial amount of funding for renovations and infrastructure improvements necessary to accommodate new technologies,

4 With federal capital construction support, and many empty buildings from which people will not have to be displaced, it will be relatively easy to design renovations with technological applications in mind,

5 The complex is intended to be intersegmental, with all four segments of California higher education to be involved,

6 Faculty and staff can be hired who already have a commitment to technology and innovation, obviating the need to convert an existing corps of employees to new ideas, and

7 As the Commission suggested in 1989, the California State University will be the centerpiece of the entire facility

The California State University is clearly moving in the direction of greater uses of technology advocated by the Commission and a growing number of educational leaders, Chancellor Barry Munitz certainly among them In 1992, Chancellor Munitz appointed a Commission on Learning Resources and Instructional Technology as a successor to an earlier effort, the Commission on Instructional Technology (appointed by former Chancellor Reynolds in 1987) The new Commission created Project DELTA (Direct Electronic Learning Teaching Alternative), whose mission is "to address the interrelated pressures of enrollment growth, facility deficits, impending faculty shortages, and fiscal retrenchment " (California State University, 1992, p 1)

In a broad discussion before the Trustees of the State University, Chancellor Munitz outlined his conception of the project and offered a glimpse of what technology may do to twenty-first century education (1993, p 2)

> The traditional delivery system of higher education has emphasized face-to-face interaction between the instructor and students in a campus, classroom environment This approach is both labor and capital intensive, and often inconvenient to students and faculty alike The emerging delivery systems of the information age will rely heavily on "virtual" environments, i e , access to instruction and information resources anytime, anywhere through electronic interaction Knowledge created by the faculty will be stored, transmitted, and accessed in digital formats using computer networks, cable, satellites, compact disks, videodiscs, and a host of multimedia tools which combine data, voice, and video information According to some experts, fully 98 percent of all information will be available in digital formats by the end of this decade, creating a trillion-dollar industry organized around digital-based media, publishing, computers, consumer electronics, and telecommunications By comparison, the current estimated value of the personal computer industry is about 60 billion dollars

Chancellor Munitz indicated his belief that California is almost uniquely placed to take advantage of the technological potential "The State is physically large, densely populated in sections, socially diverse, fiscally troubled, and technically sophisticated, all of the elements needed to stimulate new ways of thinking about education delivery" (ibid)

"There is no doubt that technology will ultimately have a dramatic effect on higher education, and on elementary and secondary education as well "

There is no doubt that technology will ultimately have a dramatic effect on higher education, and on elementary and secondary education as well That major changes in instructional delivery systems are imminent should come as a surprise to no one, since millions of people in the United States are already so deeply affected by technology in their daily lives, be it through their work with a personal computer, their leisure time occupied with compact discs, cable television, or the special effects wizardry of the latest films, the computerized and robot-built automobiles they drive, the bar codes and optical scanners that identify the prices of their purchased goods, or the satellite-fed news that informs their lives The more sophisticated may have a computer at home that is already connected via modem to an on-line news service, may watch a small, portable, flat-screen, liquid-crystal-display (LCD) color television, or be reachable by cellular phone or electronic pager And all of this is just the beginning

The twenty-first century will doubtless witness the introduction of new wonders (e g high-density television and bullet trains levitated by superconductors), but the real change will be the extent to which technology comes to dominate virtually every aspect of life Some observers of the contemporary scene have speculated on the reasons why the introduction of the computer, for example, has seemed to have so little effect on economic productivity Its promises are that it will permit work to be done faster and more efficiently, but the results have not been altogether evident, at least not in the United States Part of the answer probably lies in the way technology is used -- a subject discussed at greater length in the next chapter of this report -- but of equal importance is the fact that it is necessary for

any new technology to develop a critical mass before it has widespread cultural effects The internal combustion engine was invented in 1860, but it was several generations before the automobile revolutionized life in industrial societies, and that revolution was more dependent on a synergy between a technology and an industrial innovation (the assembly line) than on the existence of technology alone Similarly, although the telephone was invented in 1876, it would be many decades before its impact would be fully felt Television was invented in 1926, but made little impact on American society until the 1950s, and did not make a major impact until the 1960s In their infancy, the automobile, the telephone, television, and many other inventions were considered as fanciful and peculiar as were the first electronic computers, invented in 1945 To follow this idea of delayed effect, it should be noted that the microprocessor was invented only in 1971, and that the first personal computer (the Altair 8800) did not reach the market until 1975, it was only twelve years ago that IBM introduced its first personal computer in 1981 By 1989, only 15 percent of American households contained a personal computer Fiber optics, another key to the information age, were invented in 1955, but are only now coming into general usage (Johnson, 1993, pp 552, 555, 565)

"All great innovations eventually transform the societies into which they are introduced, and information technology will be no different In all likelihood, the "critical mass" is now proximate, for the computer above all other or related technologies is as revolutionary an invention as Gutenberg's printing press "

All great innovations eventually transform the societies into which they are introduced, and information technology will be no different In all likelihood, the "critical mass" is now proximate, for the computer above all other or related technologies is as revolutionary an invention as Gutenberg's printing press It does not represent simply a faster way of doing a single thing -- an improvement in linear thought and action -- it represents a way of thinking in three dimensions rather than two In education, it makes possible a change from a process whereby knowledge is transmitted from mentors to students to a process of original generation and creativity by the students themselves The computer creates a world of self-instructional opportunities that were never previously available, and that may inaugurate an era where faculty become media specialists, program creators, and team leaders rather than solitary lecturers or researchers

In one sense, we do not know exactly where we are going, we know only that we must go there The pace of technological change is now so rapid, and our entire culture is being so overwhelmed and energized by the communications, information, and digital revolutions -- which in reality is a single revolution -- that it seems impossible to comprehend it all Perhaps it is, but in a larger sense technology represents only one of the changes that is engulfing higher education Future historians may ultimately come to regard the innovations in educational delivery and academic management as equally transforming as technology itself, and may indeed see that it was the combination of the two that made genuine renewal possible The Commission discusses that subject in the next part of this report

2 Transforming the Academy: A Commitment to Quality and Flexibility

> The follies of the systems of management that thrived in the expanding market are now all too obvious They must now be blasted out, new construction commenced. Patchwork will not suffice
>
> Everyone doing his best is not the answer Everyone is doing his best It is necessary that people understand the reason for the transformation that is necessary for survival. Moreover, there must be consistency of understanding and of effort. There is no substitute for knowledge.
>
> W Edwards Deming, *The Deming Management Method*, 1986

An introduction to Total Quality Management

W Edwards Deming is widely acknowledged as the father of "Total Quality Management" or TQM Hardly known in his own country, the United States, he is a legend and virtually a household name in Japan, where he is considered by many to be the author of the Japanese industrial miracle As he noted in a speech in Tokyo in 1985, "Failure to understand people is the devastation of western management It's obvious America has people America has natural resources Japan has people and no natural resources The difference is management "

Deming's strategies for management are geared to manufacturing, and represent an alternative to what has generally been called "scientific management" in the United States, a philosophy associated primarily with Frederick Winslow Taylor, which stated that human performance could be both defined and controlled through various rules and standards It is from this idea that such concepts as "time-and-motion studies" and "management by objective" emerged that broke down jobs into their individual components, then required each employee to perform a certain task repeatedly It required little or no discretion among workers, provided few incentives to outperform a given standard, and few disincentives to under perform Quality was secondary to quantity, excellence secondary to mass production Whatever quality control existed was itself compartmentalized into a given unit or division of the company, and was exercised primarily at the end of a production process In an era of mass production, when America had few competitors and markets were continually expanding, "Taylorism" worked exceedingly well

TQM — or Continuous Quality Improvement (CQI), as it is also called — is grounded in a relatively simple premise, that the customer always comes first, that information must be gathered to determine what the customer needs and wants, and that employees need training to serve the customer in the best possible manner "

TQM — or Continuous Quality Improvement (CQI), as it is also called — is grounded in a relatively simple premise, that the customer always comes first, that information must be gathered to determine what the customer needs and wants, and that employees need training to serve the customer in the best possible manner Total Quality Management is less concerned with tasks than with outcomes, although it is strongly centered in process Often, organizations appear to be functioning well with what is generally known as the "Over the Wall" philosophy Taking an example from the automobile industry, designers create a design and pass it through — "throw it over the wall" — to the engineers, who create working drawings and throw them over the wall to the assembly line, which builds the car and throws it over the wall to the sales force, which throws it over the wall to the customer No one talks to anyone else, there is no teamwork, and the designers and engineers have no real idea of what the customer wants because the process is not designed for feedback but for rapid production Quality itself is assigned to a department, so neither the designers, the engineers, the assembly line workers, nor anyone else directly involved in the process feels any sense of responsibility for the final outcome In a TQM environment, everyone feels a responsibility for quality at every stage, everyone talks to everyone else, and data from customer perceptions informs every stage of the process

Deming may be best known for his "Fourteen Points," and "Seven Deadly Diseases," some of which apply only to the manufacturing sector and are thus not directly applicable to the higher education environment He also names a number of "Obstacles," including "Neglect of long-range planning," "Our problems are different," "Obsolete education and training," "Blaming the workforce for problems," and "False Starts," which vary in type and number depending on the organization involved Increasingly, and in spite of the manufacturing focus, the idea of applying TQM to the service sector is gaining adherents, and, as a result, some of the points have been slightly recast toward non-manufacturing endeavors In some ways, virtually all of Deming's 14 points have analogs to public service, including higher education, and for that reason, they are reproduced in Display 2 on the next two pages The careful observer will note that the philosophy of the 14 points stands somewhat at odds with current management and curricular practices in higher education

Total Quality Management and higher education

Can Total Quality Management be applied to the service sector in general and to higher education in particular? In an effort to answer that question, the Society for College and University Planning devoted much of its recent national conference to that question The theme of "Planning for Continuous Improvement The Quality-Planning Partnership" drew almost 1,000 higher education administrators, planners, faculty members, and other academics to Boston to discuss the issue Again and again, plenary and other speakers offered the view that the customer must come first, that quality must be a commitment of every employee at every level of the institution, that training is important, that constant feedback from the "customers" is crucial, and on through all of the other of Deming's arguments about quality administration of institutions

DISPLAY 2 W Edwards Deming's "Fourteen Points" and "Seven Deadly Diseases"

The Fourteen Points

1 *Create constancy of purpose for improvement of product and service* Dr Deming suggests a radical new definition of a company's role Rather than making money, it is to stay in business and provide jobs through innovation, research, constant improvement, and maintenance

2 *Adopt the new philosophy* Americans are too tolerant of poor workmanship and sullen service We need a new religion in which mistakes and negativism are unacceptable

3 *Cease dependence on mass inspection* American firms typically inspect a product as it comes off the line or at major stages Defective products are either thrown out or reworked, both are unnecessarily expensive In effect, a company is paying workers to make defects and then to correct them Quality comes not from inspection but from improvement of the process With instruction, workers can be enlisted in this improvement

4 *End the practice of awarding business on price tag alone* Purchasing departments customarily operate on orders to seek the lowest-priced vendor Frequently, this leads to supplies of low quality Instead, they should seek the best quality and work to achieve it with a single supplier for any one item in a long-term relationship

5 *Improve constantly and forever the system of production and service* Improvement is not a one-time effort Management is obligated to continually look for ways to reduce waste and improve quality

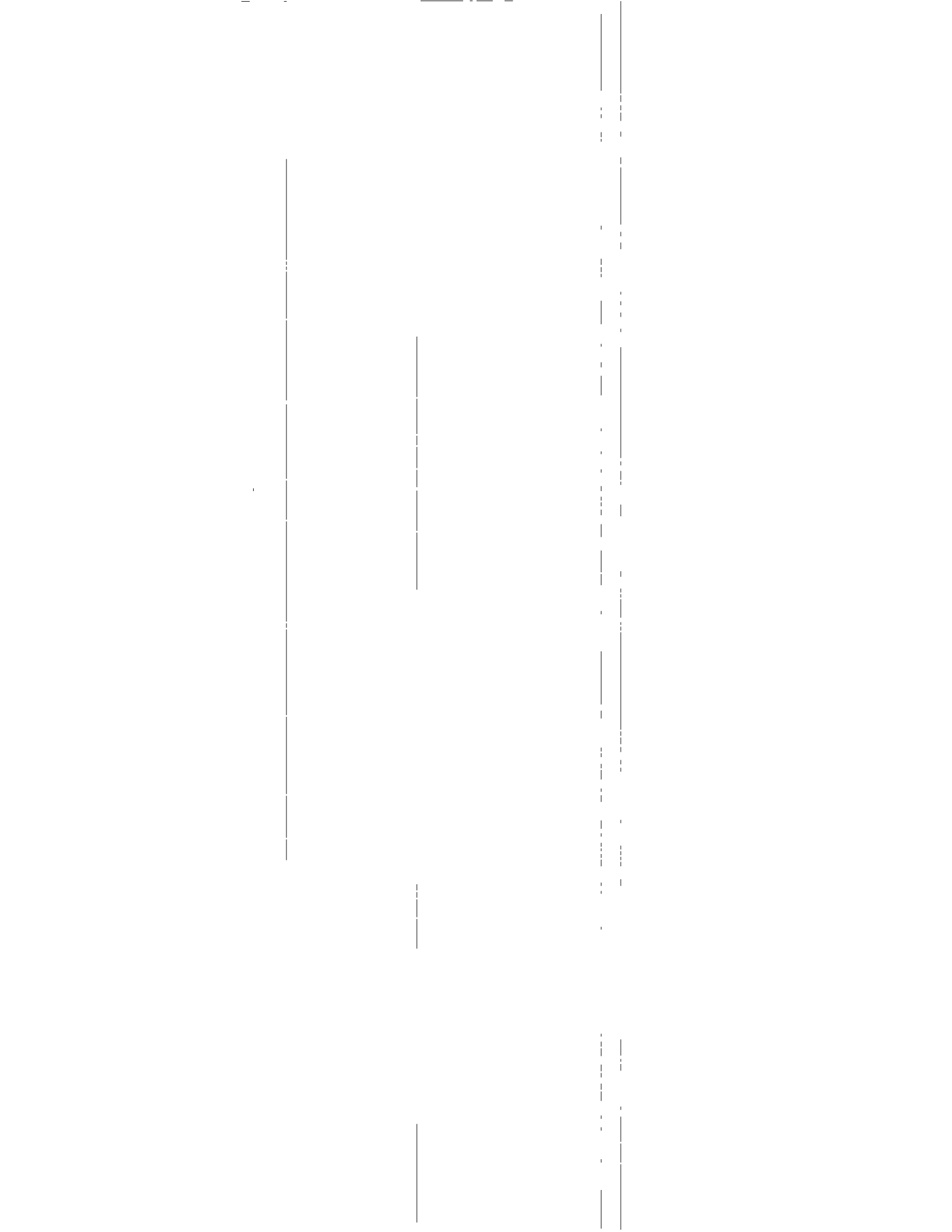
6 *Institute training* Too often, workers have learned their job from another worker who was never trained properly They are forced to follow unintelligible instructions They can't do their jobs because no one tells them how

7 *Institute leadership* The job of a supervisor is not to tell people what to do or to punish them but to lead Leading consists of helping people do a better job and of learning by objective methods who is in need of individual help

8 *Drive out fear* Many employees are afraid to ask questions or to take a position, even when they do not understand what the job is or what is right or wrong People will continue to do things the wrong way, or to not do them at all The economic loss from fear is appalling It is necessary for better quality and productivity that people feel secure

9 *Break down barriers between staff areas* Often staff areas — departments, units, whatever — are competing with each other or have goals that conflict They do not work as a team so they can solve or foresee problems Worse, one department's goals may cause trouble for another

(continued)



10 *Eliminate slogans, exhortations, and targets for the workforce.* These never helped anybody do a good job Let people put up their own slogans

11 *Eliminate numerical quotas* Quotas take account only of numbers, not quality or methods They are usually a guarantee of inefficiency and high cost A person, to hold a job, meets a quota at any cost, without regard to damage to the company

12 *Remove barriers to pride of workmanship* People are eager to do a good job and distressed when they can't Too often, misguided supervisors, faulty equipment, and defective materials stand in the way These barriers must be removed

13 *Institute a vigorous program of education and retraining* Both management and the workforce will have to be educated in the new methods, including teamwork and statistical techniques

14 *Take action to accomplish the transformation* It will take a special top management team with a plan of action to carry out the quality mission Workers can't do it on their own, nor can managers A critical mass of people in the company must understand the Fourteen Points, the Seven Deadly Diseases, and the Obstacles

The Seven Deadly Diseases

1 *Lack of constancy of purpose* A company that is without constancy of purpose has no long-range plans for staying in business Management is insecure, and so are employees

2 *Emphasis on short-term profits* Looking to increase the quarterly dividend undermines quality and productivity

3 *Evaluation by performance, merit rating, or annual review of performance* The effects of these are devastating — teamwork is destroyed, rivalry is nurtured Performance ratings build fear, and leave people bitter, despondent, and beaten They also encourage mobility of management

4 *Mobility of management* Job-hopping managers never understand the companies that they work for and are never there long enough to follow through on long-term changes that are necessary for quality and productivity

5 *Running a company on visible figures alone* The most important figures are unknown and unknowable — the multiplier effect of a happy customer, for example

Diseases 6 and 7 are pertinent only to the United States

6 *Excessive medical costs*

7 *Excessive costs of warranty, fueled by lawyers that work on contingency fee*

Source Walton, 1986, pp 34-36

Among those offering major insights was Robert Galvin, chairman of Motorola Mr Galvin is a strong TQM proponent, and has led his company to the receipt of a number of awards for the quality of its management, most notably the Malcolm Baldridge Award He claimed that TQM has permitted his corporation to show 15 percent annual productivity increases every year for the past ten years, and that productivity has increased by two-and-one-half times without increasing the number of employees over the past twenty years He believes TQM has a role to play in higher education, that its principles can be applied to college and university management, and even to the processes of teaching and research He offered his version of Deming's "Fourteen Points," not all of which can apply to higher education, but several of which seem relevant to the current discussion He referred to them as "The Welcome Heresies of Quality" A sampling includes the following

1 Quality improvement is not just an institutional assignment, it is a daily personal priority and obligation for us all

2 Training costs nothing in the long run

3 There are no up-front costs to creating "Quality Programs"

4 You cannot raise costs by raising quality

5 You cannot have too much relevant data

6 Perfection is the standard — total customer satisfaction

7 There is only one defect category — intolerable!

8 Quality does not take time, it saves time

9 Quality's most crying needs and promises are in administration and services

10 The customer will differentiate Incremental improvements drive better pricing, delivery, and performance

Another presenter was Don Norris, president of Strategic Initiatives, Inc — a private consulting firm in Virginia — who stated that the three most heavily criticized professions in the contemporary culture are the same three that are organized most deliberately to suit the convenience of the provider and not the customer, client, or patient they are medicine, law, and education Provider-driven cultures, he added, have three major characteristics (1) high cost, (2) service at the convenience of the provider or practitioner, and (3) a product/service mix that suits the provider

The alternative to such a configuration is what they termed a "client-driven culture" It is characterized by five traits (1) everyone knows who the clients are, (2) the organization is heavily networked, (3) management is flexible and non-bureaucratic, (4) the organization is responsive, and (5) the dominant employee is a "self-motivated, techno-literate knowledge worker" who has in hand the necessary information to serve the client (or the customer, student, occupant, buyer, passenger, consumer, or other person or group that constitutes the reason the organization exists)

' the three most heavily criticized professions in the contemporary culture are the same three that are organized most deliberately to suit the convenience of the provider and not the customer, client, or patient they are medicine law and education "

Such a culture will be dominated by people from top to bottom who are willing to accept personal responsibility for their actions Such a culture may well prompt a major reconfiguration of the idea of "shared governance" or consensus management in circumstances where those terms dictate a system where responsibility is diffuse Shared governance is controversial in higher education, and while it can mean a very healthy commitment to teamwork and constant feedback about the needs of the residents of the university community, it can also provide a means whereby everyone passes personal responsibility and accountability onto a broader decision frame When things go wrong, such as when services are poorly administered, when time to degree lengthens, when persistence rates fall, when major complaints about the quality of instruction arise, or when a large number of class sections are eliminated, administrators and faculty are able to redirect responsibility away from themselves The difference between such a "shared governance" system and a TQM system is that where no one may have responsibility in the first system, responsibility is clearly defined in the second

Does this mean that TQM sets up a pecking order of punishments? TQM advocates would issue a resounding no As Deming noted in his third "Deadly Disease," a system that identifies individuals for punishment or criticism will destroy morale faster than anything Personal responsibility in a healthy environment merely identifies those who need assistance or further training, not those who should be exposed and ridiculed While some "leaders" believe that fear can motivate people to produce, driving out fear and instilling a consciousness of quality at every level lies at the heart of the quality movement What fear may do most often is motivate people to design systems that will insulate them from personal responsibility There is an abundance of such mechanisms within higher education

In California and around the United States, administrators and faculty are considering the idea of changing the culture of academe If it follows basic TQM principles, the "new university" will tend to be administratively "flatter" or less hierarchical, it will have stronger ties to the outside community in recognition of the community as a "customer," it will encourage feedback from students as a way to improve teaching, and it will offer greater rewards for teaching and public service, and fewer for research, although quality research will continue to be rewarded The mere production of monographs, however, will receive few rewards There will be attempts to break down the traditional departmental emphasis of academic administration in favor of an approach more conducive to teamwork and multidisciplinary curricula In this regard, the idea of multidisciplinary "clusters" is appealing Funding formulae may become increasingly decentralized and flexible, with reduced attempts to "micromanage" campus operations from such distant locations as central offices or the State Capitol Training will be an imperative at all levels, will include efforts to make faculty better teachers, and should include efforts to improve student retention, particularly for historically underrepresented students

An instructive example in the retention area may come from the Georgia Institute of Technology Georgia Tech was experiencing a very high dropout rate among

freshmen from various disadvantaged groups when it decided on a bold experiment, a six-week basic training experience or "boot camp" for these students, about a third of whom would ordinarily be expected to drop out before the end of their first year at the Institute Following their high school graduation, the students were brought to the campus in Atlanta and given regular classes over the six-week period, but only one of the courses, English, was given for credit, the remainder were essentially practice courses Exams were administered and grades were given, but except for English, they did not count In addition, the entering freshmen were given seminars on how to study, how to take notes and outline lectures, and how to use the library In September, the group began as regularly matriculated students, and by the start of the third term (Georgia Tech is on the quarter system), only two of several hundred students who received the basic training had left the institution, and only one of those left for academic reasons According to John White, the dean of engineering at Georgia Tech, the program has been so successful, and has improved the quality of the students so dramatically, that Georgia Tech intends to offer it to all incoming freshmen in the near future His approach is derived from TQM, which has given him the conviction that productivity increases — the creation of more graduates and more skilled people without the introduction of additional resources — in higher education are possible Much like Chancellor Bruce Johnstone of the State University of New York, White is of the view that the expectation of failure helps create failure, while the expectation of success helps to produce success

It would be an exaggeration to state that TQM is sweeping the nation's colleges and universities, and there are some who believe it will not take hold, if at all, until some time in the next century One such observer is Clare Stapleton Concord of the University of Wisconsin System She writes (1993, p 2)

> Total Quality Management (TQM) in one form or another has been the talk of higher education meetings over the last couple of years Commentators have noted that it may be "the wave of the future," the "flavor of the month," or just one more invasion of the academy by irrelevant industrial management models
>
> The negative characterizations are curious because TQM would appear to be ideally suited to higher education TQM can be seen from one perspective to mirror the academy in its emphasis on worker (in this case knowledge worker) control of the production process The notion that management (in academe the "administration") is the problem, not the solution, is a well accepted truth in much of academe Why then is TQM not spreading like wildfire?

Her answer is that the idea of quality is not yet firmly embedded within the consciousness of the higher education community, that there has not been a sufficient cultural change to reach what amounts to the necessary "critical mass" that will give TQM self-perpetuating momentum Most observers of both academe and the quality movement believe that top management must be committed to a change in

the academic culture, Concord does not believe that has yet happened She believes that radically new ideas move in three waves from an introductory stage, through a competitive stage, and finally to an acceptance stage She believes we are in the competitive stage at present, where TQM competes with a number of other ideas for making higher education more cost effective Some of those ideas, which may have a lot to do with cutting costs but little to do with improving management, include increasing teaching loads, reducing research funding, raising student fees, cutting staff, lowering enrollment, eliminating classes, and so forth She characterizes the stages of acceptance of TQM as shown in Displays 3 and 4

DISPLAY 3 Degrees of Management Commitment to New Thinking

Low Commitment					**High Commitment**
0	**2**	**4**	**6**	**8**	**10**
Enough commitment to sponsor pilot activities	Commits time to understand	Intellectually understands	Willingness to work on cultural issues and to increase personal involvement	Desire to change berhaviors	Completely internalized (i e , behavior reflects new thinking)
Personally uninvolved		No real desire to work on cultural issues	No desire to change his or her behavior	Management doesn't need short-term benefits to justify the investment in time and effort	Periodically conducts "audits" of the change process to institutionalize the new thinking
Needs significant short-term results		Needs short-term (financial) benefits to justify further investments		Puts quality ahead of quantity	Management regularly communicates throughout the organization what it is doing to eliminate obstacles and improve the system

Source Concord, 1993, p 10

DISPLAY 4 Degrees of Employee Commitment to New Thinking

Low Commitment					**High Commitment**
0	**2**	**4**	**6**	**8**	**10**
"It's another Fad "	"Oh sure, let's see them do it "	"Can they (management) be trusted?"	"OK, I'll give them six months to make it work "	"We're all in this together "	"It's just the way we do things around here "
Personally uninvolved	Participates in mandated training	"Will they keep it up?"	May volunteer for available training	Seeks out available training	Begins to give feedback to improve the training

Source Concord 1993, p 10

In spite of this pessimism, many institutions, including those listed below, are making major efforts to change institutional cultures to the point where the pursuit of quality becomes "just the way we do things around here " Among those actively involved are

California State University, Los Angeles	Syracuse University
Cornell University	University of California, Santa Cruz
Fox Valley Technical College, Wisconsin	University of Chicago
Georgia Institute of Technology	University of Connecticut, Storrs
Illinois Institute of Technology	University of Kansas
Maricopa Community College, Phoenix	University of Maryland
Mercer University, Georgia	University of Massachusetts, Boston
Milwaukee School of Engineering	University of Michigan
Oregon State University	University of Wisconsin
The Pennsylvania State University	Waukesha County Technical College, Wisconsin

This list, of course, comprises only a few of the institutions that are actively involved in or considering the adoption of the principles of Total Quality Management Most of those report that change is slow, often agonizingly so, but they are heartened by small successes, and by the knowledge that cultural change never occurs quickly By most accounts from the corporate sector, change is slow there as well, but at the same time, many regard it as inexorable

On balance, Dr Concord may be right, and the time for a full implementation of TQM, or something derived from TQM that is more suited to the academic enterprise, may not have come A precipitating circumstance for TQM, however, is external pressure for reform For the Japanese in the aftermath of the Second World War, that pressure was the need for mere physical survival For the American manufacturing sector, it was also survival, and many corporations who failed to heed the warnings faced the "Day of Reckoning," as Benjamin Friedman put it, and went out of business Now, the quality movement appears to have reached the service sector, where Americans feel they excelled in such fields as banking and insurance The Japanese adopted TQM principles in the service sector in the mid-1980s, and so the United States can expect to face increasing competition from Japan in economic areas far broader than manufacturing In considering the service sector, it might be noted that in 1992, 18 of the 30 largest banks in the world were in Japan, including the seven largest The largest bank in the United States, Citicorp, ranked twenty-ninth (Johnson, p 52)

'Higher education is facing external pressures of its own, from legislatures and governors, from alumni, from parents who pay rapidly increasing tuition and fees, from the press, from constantly shrinking resources and from the public "

Higher education is facing external pressures of its own, from legislatures and governors, from alumni, from parents who pay rapidly increasing tuition and fees, from the press, from constantly shrinking resources, and from the public The Christian Science Monitor reported in 1992 that

> University administrators' alleged failures have reduced the public's trust in higher education Pollster Louis Harris found that the number of Americans with confidence in "the people running higher education" has declined from 61 percent in the mid-1960s to just 25 percent this year

These environmental pressures will not soon dissipate, and that fact alone probably ensures the success of TQM, or something like TQM There will undoubtedly be a period of trial and error, and of experimentation, but ultimately, as even

Dr Concord believes, the quality movement will transform higher education in as dramatic a way as it was transformed in an earlier era by the industrial revolution

The "charter university"

Conceptually aligned with the concept of Total Quality Management, the charter school concept became a reality in the elementary and secondary sector with the passage of SB 1448 (Hart), "The Charter Schools Act of 1992," which was signed by Governor Wilson on September 21, 1992 — the bill became law in January 1993 It provides for the conversion of up to 100 of California's 7,500 public schools to the charter concept

What is a charter school? It is a school that (1) is organized to serve students (customers) rather than teachers, administrators, or other constituencies, (2) promotes personal accountability from the entire school community (teachers, administrators, parents, students, and perhaps others), (3) requires feedback and involvement from the entire school community, (4) has a well-articulated plan for the delivery of educational services, (5) has time and content-specific performance objectives (e g improved test scores or college-going rates within five years), and (6) is largely relieved from external bureaucratic oversight and specific budgetary formulas

In their applications for charter status, schools must specify a governance structure, employment qualifications (not necessarily credentials), auditing requirements, health and safety procedures, assurances of racial and ethnic balance among the student body, fringe benefit packages (including health and retirement), and disciplinary procedures (including provisions for suspension or expulsion from the school) Charters are issues by the State Board of Education and are renewable every five years Once the Board has approved 100 schools, a waiting list is established

In a paper for the Pacific Research Institute for Public Policy, Kenneth Lloyd Billingsly noted that the concept of charter schools is not without opposition (1993, pp 7-8)

> Establishment educational organizations depend heavily on the current structure of the public school According to Ted Kolderie (an education consultant for Minnesota's Center for Policy Studies), the establishment response to charters has been highly negative Their preferred model, says Kolderie, "is that everything is okay except for bad taxpayers, bad parents, and bad kids" The standard response of teachers, he says, is "just send us good kids and good dollars"
>
> Superintendents, adds Kolderie, are seldom supportive and usually interpret the charter as an assertion that they are not doing their job Administrators have nothing to gain and money and students to lose in a charter arrangement In some cases boards have overruled a superintendent and approved a charter The "really shrill opposition" to charters, says Kolderie, comes from the Minnesota Federation of Teachers which

along with the Minnesota Education Association has fought the proposal from the beginning and even threatened supporters with political retaliation

"The 'establishment' opposition is familiar to supporters of Total Quality Management, and is in no way surprising When the objective is to increase efficiency and productivity, in other words to do more with less, those who conclude that they will be part of the 'less' will invariably be in opposition"

The "establishment" opposition is familiar to supporters of Total Quality Management, and is in no way surprising When the objective is to increase efficiency and productivity, in other words to do more with less, those who conclude that they will be part of the "less" will invariably be in opposition

In spite of the predictable opposition to change from some quarters, there appears to be a growing majority of sentiment for the idea that change is inevitable, that California will never again return to the halcyon days of ample budgets and painless growth Change is in the wind, and some educational leaders, including Chancellor Munitz of the California State University, have realized that the idea of charter schools just might be translatable into a concept of "charter universities" He told the State University's Trustees as much earlier this year (1993, p 4)

> Finally, I think it (the conversion of Fort Ord) gives us a chance to look at new management strategies, and some of you may have been following in this state and other states the concept of "charter schools" Senator Gary Hart had introduced several years ago They are now in the middle of experimenting with the notion of pulling schools out of the broader public school bureaucracy and testing different management strategies I am going to formally ask the state — and have been in a lot of conversations in a very preliminary fashion, because I obviously have got to be sure this board is comfortable first with this concept — but I would like us collectively to ask the state to allow us to establish a couple of charter campuses, which would work differently, and would really test whether we can do business in a different way Now, that means everything from how we pay to how we hire to how we teach, to how we build, and it's full of profound difficulties I'll tell you, from scratch, there are union issues, there are curriculum issues, there are tuition/fee issues But we're just tired of being told all the reasons why things can't be tested So, my aim — unless you are all profoundly uncomfortable with this — is to ask that Fort Ord, and possibly Humboldt or San Luis Obispo, be set free for a while, under our authority, and with very careful accountability

Freedom and accountability will invariably represent the two sides of an equation of unending tension In the public sector, administrators will normally desire a maximum of freedom, those who provide the funding will desire a maximum of accountability Legislators understand that agency flexibility may produce programmatic productivity and the opportunity to create greater administrative efficiency, but they also understand that they may be blamed by the media if that same flexibility results in the misappropriation of funds It is common knowledge that comprehensive controls on spending produce inefficiency, but to many, those same controls remain the greatest safeguard against the possibility of irresponsible be-

controls produce bureaucracies, which are defensive by their very nature They are defensive in the sense that their purpose is to prevent error from occurring, often, they also prevent originality In the 1990s, the question continues to arise, and with increasing urgency, whether this society can continue to afford such fortifications

havior Such controls produce bureaucracies, which are defensive by their very nature They are defensive in the sense that their purpose is to prevent error from occurring, often, they also prevent originality In the 1990s, the question continues to arise, and with increasing urgency, whether this society can continue to afford such fortifications

In all probability, the greatest level of administrative and management flexibility should be granted only within a culture that is committed to quality, and it is indeed an axiom of TQM that great flexibility is mandatory Quality environments geared to the needs of the customer are in a state of almost constant change — since the needs of the customers are also in a more or less constant state of flux — and rapid change requires maximum agility or maneuverability Thus, if a consensus develops that higher education must find new ways of doing business, then management systems that encourage experimentation and risk taking, and that are not unduly concerned by mistakes, will have to be devised In the California State University, the idea of a charter university is therefore probably a good one conceptually, even though almost all of the details remain to be worked out If it is done within a paradigm derived from TQM, especially one where personal accountability all along the line is a given, experimentation could ultimately produce a new standard of higher education management and effectiveness

Implications for Fort Ord

Overcoming institutional inertia is never easy, since people tend to be creatures of habit and find familiar procedures to be comfortable For most, the idea of working in an environment of constant change, of constantly reassessing programmatic directions in light of changing customer needs, is unsettling TQM's emphasis on finding and removing all forms of waste within the operation can place widespread pressures on those involved, as can the constant emphasis on teamwork and feedback Most prefer routine to change

In spite of these problems, the transferring of Fort Ord from the United States Army to the California State University, assuming all of the conditions for its existence can be met, represents the possibility of creating a quality teaching and learning environment without the pain and frustration of transforming an existing institutional culture Provided the new president and his or her staff are committed to the principles of quality, including the central orientation on customer needs, constant feedback, teamwork, and innovative solutions, it should be possible to create an institution unlike any other previously seen in California history

That said, it should not soon be forgotten that quality environments, even those created from scratch, do not flow effortlessly into existence As Ted Marchese, the vice president of the American Association for Higher Education has noted (1993, p 10)

> On almost any campus, thin as the knowledge may yet be, people are already stoutly for Total Quality or deeply skeptical of it What the quick-to-judge miss — what the early, triumphalist writing about TQM in higher education also misses — is that Total Quality is complicated, important,

difficult to implement, and far from figured out Contrary to the tool-driven, seven-step workshops that consultants are busily selling, we're years away from knowing what academic versions of TQM will appropriately look like

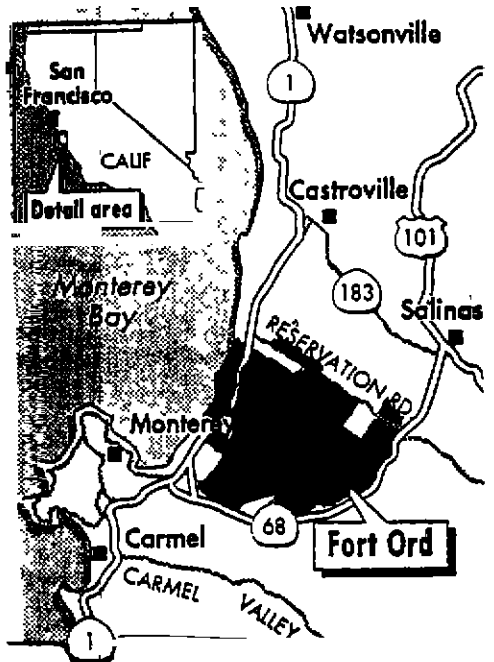
More than anything, the quality movement is an idea, and quite possibly a powerful one Fort Ord may well represent an opportunity to experiment with the idea, refine it, improve it, and make it work The process by which it is being translated into action is the subject of the next part of this report

3 Fort Ord: A Status Report

> In the face of declining resources, the State must look to new innovative instructional approaches to serve its citizens This site [Fort Ord] represents an extraordinary opportunity to develop a campus that, both in terms of its cooperative arrangements with institutions of higher education, industry and governments, and in the use of advanced technology, would provide a model for higher education in the twenty-first century
>
> Pete Wilson, *Governor's Budget, 1993-94*

Background Fort Ord is the largest Army base in the United States, comprising 28,000 acres (44 square miles) of land in Monterey County Established in 1917, it has been primarily an infantry training and staging facility throughout its existence, and has been the home of the 7th Infantry Division since the beginning At its peak, Fort Ord generated about 16,500 military and civilian jobs, and contributed about $800 million in economic activity to the Monterey Bay region, not counting secondary multiplier effects that rippled throughout the Tri-County area (Monterey, San Benito, and Santa Cruz Counties)

DISPLAY 5 Location of Fort Ord

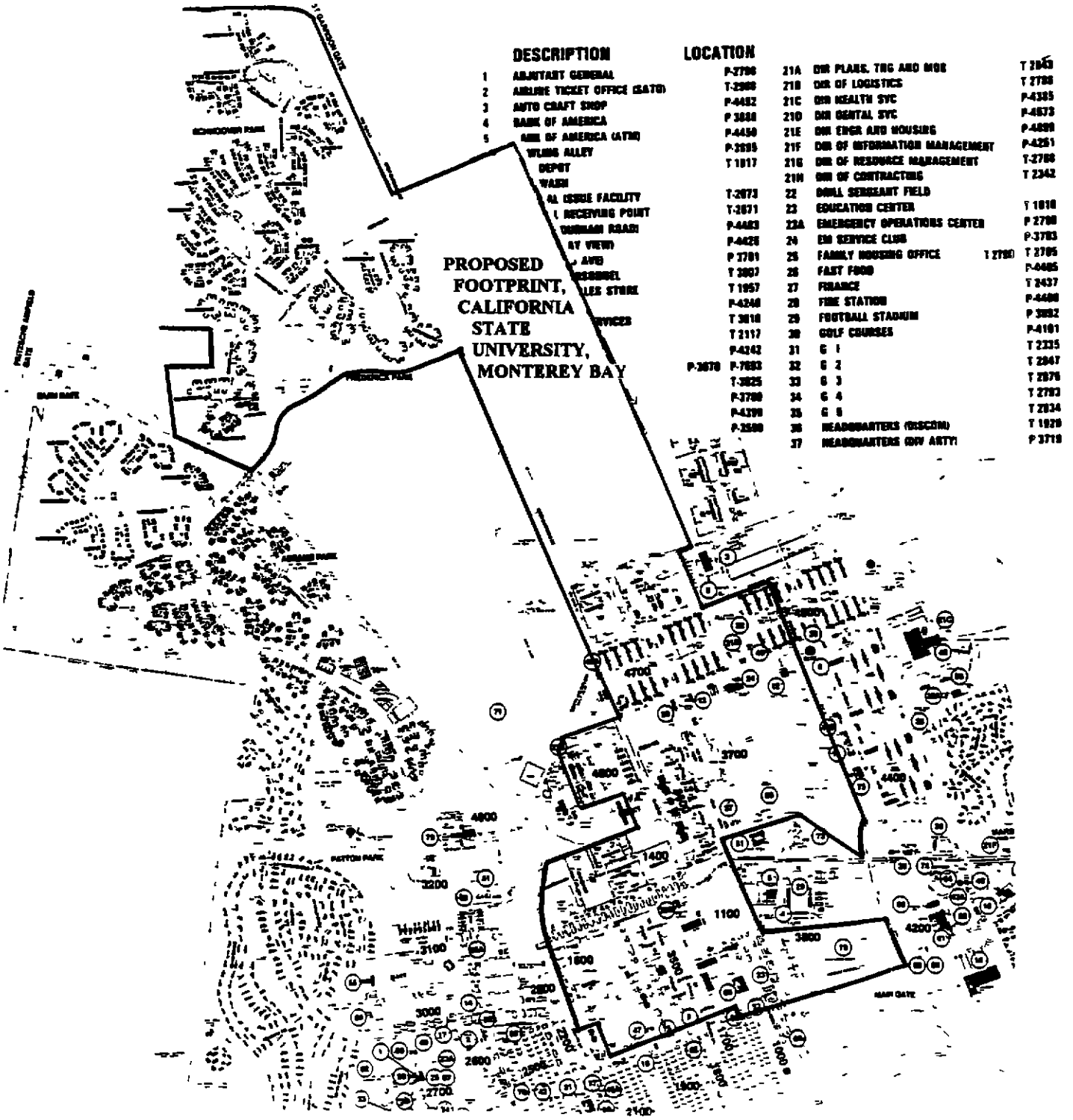


Source The California State University, 1993, Appendix A.

Display 5 shows the general location of Fort Ord and its neighboring cities from Watsonville to Carmel Display 6 on pages 28-29 shows a closer view of the developed portion of the Fort, with the proposed "footprint" of California State University, Monterey Bay outlined

When Congress and President Bush approved the Base Closure and Realignment Act of 1990 (P L 101-510), the Defense Base Realignment and Closure Commission (BRAC I) was created In 1991, the Commission (BRAC II) recommended the closure of 17 military installations in California, including Fort Ord, although there had been earlier indications that the Fort would be closed

DISPLAY 6 Proposed "Footprint" of California State University, Monterey Bay, at Fort Ord



Source The California State University, 1993, Attachment A.

38	HEADQUARTERS (MOS CMD)		P-4482	58	OPTICAL CLINIC	P-4388	P-4388	78	STOCKADE / CONFINEMENT FACILITY		P-4953
39	HEADQUARTERS (1st BDE)		P-4421	59	PACKAGE STORE	T 2534	P-4280	80	SWIMMING POOL		T 2277
40	HEADQUARTERS (2nd BDE)		P-4570	60	PHYSICAL FITNESS CENTER		P 3560	81	TBC "ONE STOP"		T 2460
40A	HEADQUARTERS (3rd BDE)		P-4610	61	POST EXCHANGE		P-4235	82	TAXI STANDS		T 1895
40B	HEADQUARTERS (AVN BDE)		P-4480	62	POST HEADQUARTERS		T 2959	83	TELEGRAPH (WESTERN UNION)		P-4236
41	HORSE STABLES		T-3142	63	POST LAUNDRY		T 2700	84	TENNIS COURTS	P 1778	P 3895
42	HOSPITAL		P-4385	64	POST OFFICE		P-4228	85	THEATERS	T 1861	P-4230
43	ID ISSUE		T-2355	65	POST VET CLINIC		T 3140				P-3702
43A	ITT OFFICE		S-4229	66	PROVOST MARSHAL		T 1826	85A	THRIFT SHOP		T 3810
44	INSPECTOR GENERAL		T 2063	67	RANGE SUPPLY		T 2866	86	TOY STORE		T 1777
45	LAUNDROMATS	P-4227	T 1434	68	STILWELL HALL		P 2075	87	TRANSIENT BULETING OFFICE		T-2780
			T 2180	69	RED CROSS		P 2662	88	VEHICLE REGISTRATION OFFICE		T-4214
48	LIBRARIES	P-4275	P 3703	70	REPLACEMENT DET		T 2662	89	VISITORS INFORMATION CENTER		T-4214
48A	LIBRARY (MOS)		T 2233	71	SANITARY FILL			90	WELCOME CENTER / MARTINEZ HALL		P-2790
47	MAIN CAFETERIA		P 2047	72	SCHOOL (MARSHALL)		P 3780	91	YOUTH CENTER	P-4282	P 3115
46	MAIN CHAPEL		P-4280	72A	SCHOOL (STILWELL)		P-4280				
49	MAIN PARADE FIELD			72B	SCHOOL (FITCH)		P-5650				
50	MARTINEZ HALL		P 2790	72C	SCHOOL (HAYES)		P 5600				
51	MEDICAL CENTER (TROOP)		P 3723	73	SELF HELP SHOP		T 3003				
52	MILITARY POLICE STATION		T 1040	74	SERVICE STATIONS	T 1660	P-4270				
53	MUSEUM		T-2000			P 7150	P-5150				
54	NCO CLUB		P-4260	75	SHEA GYMNASIUM		P-4480				
55	NURSERY (DAY CARE CENTER)	P-3870	P 3045	76	SOUTH PARADE FIELD						
56	NURSERY (PLANT)		T-3828	77	SPORTS ARENA		P 2236				
57	OFFICERS' CLUB		P-4388	78	STAFF JUDGE ADVOCATE		T-2791				

On January 29, 1990 Secretary of Defense Cheney announced his proposals for base realignments and closures, which included a substantial downsizing of Fort Ord The following month, Congressman Leon Panetta (D-Carmel) -- currently Director of the Office of Management and Budget -- formed a Community Task Force (Display 7) to assist in evaluating the downsizing/closure's impact on Monterey County On March 23, 1990, the Task Force issued a report citing the severe economic consequences to the region and requesting the Secretary of Defense not to close the base

DISPLAY 7 Members of the Fort Ord Community Task Force

Legislators

Congressman Leon Panetta, *Chairman*
State Senator Henry Mello, *Acting Chairman*
Assemblyman Sam Farr
Assemblyman Rusty Areias

Supervisors, Monterey County

Sam Karas
Karin Strasser-Kaufman

Mayors

Ken White, Carmel
Jack Barlick, Del Rey Oaks
Harold Wolgamott, Gonzales
Roy Morris, Greenfield
John Meyers, King City
Edith Johnson, Marina
Dan Albert, Monterey
Jeanne Byrne, Pacific Grove
Alan Styles, Salinas
David Pendergrass, Sand City
Lancelot McClair, Seaside
Joe Ledesma, Soledad

Military

Lt General James Moore (U S Army Retired)
Lt Colonel Tom Hendricks (U S Army Retired)

Source The California State University

Through the summer and fall of 1990, an intensive lobbying campaign was conducted in an effort to keep the base in operation, but when the closure commission issued its report on July 1, 1991, Ford Ord was among 100 sites throughout the nation listed for closure, with the 7th Light Infantry Division to be transferred to Fort Lewis in Washington State By 1995, Fort Ord would be significantly downsized -- the Defense Language Institute would maintain a presence on the base -- with 26,000 acres of land, 14 million square feet of building space, and 4,773 housing units becoming available for non-military uses The aggregate impact on Monterey County is estimated at losses of 31,000 military personnel and their families who collectively represent a $500 million impact, approximately 20 to 25 percent of the county's total economic product

Fort Ord's facilities include thousands of housing units (including dormitories), various office buildings, training facilities with classrooms, a youth center, two child care centers, a gymnasium, a library, a chapel, a bowling center, four theaters, an auto hobby shop, a commissary, exchange facilities, a bank/credit union, a post office, a laundromat, officers' and NCO clubs, restaurants, medical/dental facilities (including a 440-bed hospital), four elementary and one middle school, two golf courses, outdoor recreational facilities, a stadium, an olympic swimming pool, a community center, and a detention facility

Among the first concerns of both the Army and local officials was the issue of toxic cleanup Fort Ord is one of thousands of "Superfund" sites (so designated in February 1990) listed by the U S Environmental Protection Agency as containing large amounts of toxic waste, and preliminary estimates have placed the cost of cleaning up the base at between $100 and $150 million (Task Force, 1993, p 2) The specific amounts and time schedules are still under discussion as of this writing, and it is anticipated that some parts of the base, particularly those with unexploded ordinance, may be permanently quarantined At present, 38 toxic waste sites have been identified on the base where contamination is suspected, under investigation, confirmed, or under remediation None of these sites is in the footprint for the proposed State University campus The most serious of these sites are on the firing ranges, far removed from the State University's immediate concern, and none of the contamination is currently thought to represent a hazard to public health or safety Most contaminants derive from oil spills from the long-term use of motor vehicles, although other chemicals are involved (e g chlorinated hydrocarbons, petroleum hydrocarbons, nitrates, and heavy metals) The Army estimates that all but 15 sites will be cleaned up by 1994, and that a feasibility study for the remainder will be completed by 1997

Involvement of the California State University

When it was announced that Fort Ord would be closed, many agencies expressed an interest in obtaining part of the property, among them (in alphabetical order)

California Department of Fish and Game
California Department of Parks and Recreation
California Peace Officers Standards and Training (POST)
The California State University
Chapman University
City of Seaside
Defense Language Institute
Department of Justice, Federal Bureau of Prisons
Department of the Interior, National Park Service
Golden Gate University
Goodwill Industries of Santa Cruz, Monterey, and San Luis Obispo Counties
Hartnell Community College
Monterey Bay Aquarium
Monterey College of Law
Monterey County Parks Department
Monterey Institute for International Studies
Monterey Peninsula College
Monterey Peninsula Regional Park District
National Aeronautics and Space Administration (NASA)
National Oceanic and Atmospheric Administration (NOAA)
University of California, Santa Cruz
United States Bureau of Land Management
United States Geological Survey (USGS)

Almost immediately after the Base Closure Commission issued its recommendation to close Fort Ord, discussions commenced at San Jose State University and at the Chancellor's Office in Long Beach Since San Jose State was already operating a successful off-campus center in nearby Salinas, and had been for several years (California Postsecondary Education Commission, 1988), the possibility of an expanded educational presence attracted immediate interest among State University officials As discussions proceeded over the summer, it was decided to present a preliminary item to the Trustees at their October meeting -- one that anticipated the establishment of an off-campus center that would ultimately be converted into a full-service campus Following the discussion, the Trustees approved the following resolution (1991)

> **RESOLVED**, By the Board of Trustees of The California State University, that the Board endorses the preliminary assessment that Fort Ord has the potential to be a viable site for a permanent off-campus center with possible future expansion into a full-service campus to serve the region and the state and directs the chancellor to continue discussions with the local community, state and federal officials

The Chancellor's Office of the State University advised the Commission of its interest on September 30, just prior to presentation of the preliminary item to the Trustees The letter advised Executive Director Fox that the State University was "engaged in discussions regarding the use of a portion of the Ft Ord military base in Monterey County " (Leveille, 1991a) At the time, about 700 to 1,000 acres of the base were thought to be sufficient for the State University's purposes

Through the remainder of 1991 and into 1992, State University officials made extensive contacts within the Monterey County area, held discussions with Army officials, elected representatives from the area, and numerous local citizens and citizen groups They also contacted George E Hoops in Seattle, Director of the Federal Real Property Assistance Program of the U S Department of Education, and the man principally responsible for determining the grant of land and facilities to the State University The Department of Education is involved because federal law provides that first call on surplus federal property goes to federal agencies, second to State and local agencies, and third to the private sector Because the Department of Education falls into the first group, it can acquire title and then transfer it to the State University, unless Congress preempts that process and grants the land and facilities directly to the State University, which is also a possibility, since two bills -- S 365 (Feinstein/Boxer), and H R 531 (Panetta/Dellums) -- are currently under consideration to do that

On March 25, 1992, Chancellor Munitz wrote to Director Hoops indicating official interest in up to 2,000 acres of land at Fort Ord -- subsequently reduced to 1,300 and currently to 1,286 -- that would serve an ultimate student population of between 20,000 and 33,000 headcount students (15,000 - 25,000 full-time-equivalent students or FTES) The very preliminary enrollment projection called for 2,000 full-time-equivalent students in 1995, 5,000 in 2000, and then 1,000 more per year to a total of 20,000 in 2015

On April 9, Governor Wilson wrote to Secretary of Education Lamar Alexander expressing his support for the concept of a new campus in Monterey Bay He stated that he "would like to add my conceptual support for CSU's proposal," provided any problems with toxic wastes could be solved, and that sufficient State operating funds could be found to support the project

On July 15, the Trustees approved a second resolution, shown in Display 8 It acknowledged the Board's support for "the acquisition of a portion of Fort Ord as a future site for a residential, full service campus to serve the region and the state " Certain conditions were attached to this initiative however, including the following

DISPLAY 8 *Resolution of the Trustees of the California State University Regarding Fort Ord, July 15, 1992*

RESOLVED, By the Board of Trustees of The California State University, that the Board supports the acquisition of a portion of Fort Ord as a future site for a residential, full service campus to serve the region and the state, and directs the chancellor and staff to pursue, with all due diligence, application and negotiation to obtain the site with the following understandings:

1. Necessary approval by federal and state agencies will be included in further planning processes,

2. The land and facilities deemed necessary for the future campus will be obtained through conveyance pursuant to Section 203 (k) of the Federal Property and Administrative Services Act of 1949, as amended ("Act"), [P L. No. 81-152, 63 Stat 377, 40 U.S.C. Section 484 (k)], Reorganization Plan No. 1 of 1953, the Department of Education Organization Act of 1979, [P.L. No. 96-88, 93 Stat. 668, 20 U.S.C. Section 3401 *et seq.*];

3. The land to be conveyed for California State University use must include sufficient and substantial land for a campus "footprint" including, at a minimum, access to biological and natural habitats for research and study purposes, a significant amount of land to accommodate the academic core of a full-service campus, and must include residential units with their accompanying land so that the campus may serve statewide as well as local educational needs; and

4. That the federal government is responsible for removal of any hazardous and toxic wastes in a timely manner

5. Applicable federal and California legal requirments for environmental review shall be met;

and, be it further

RESOLVED, By the Board of Trustees of The California State University, that subject to ultimate approval of such terms as may be established by the government of the United States in connection with its approval and transfer of such lands and property, the following resolution recommended by the U.S. Department of Education is approved:

WHEREAS, Certain real property owned by the United States, located in the county of Monterey, state of California, has been declared surplus and is subject to assignment for disposal for educational purposes by the Secretary of Education, under the provisions of section 203(k)(1) of the Federal Property and Administrative Services Act of 1949 (63 Stat 377), as amended, and rules and regulations promulgated pursuant thereto, more particularly described as follows:

WHEREAS, The California State University needs and can utilize said property for educational purposes in accordance with the requirements of said Act and the rules and regulations promulgated thereunder of which this Board is fully informed, including commitments regarding use and time within which such use shall commence, now, therefore, be it

RESOLVED, That The California State University shall make application to the Secretary of Education for and secure the transfer to it of the above-mentioned property for said use upon and subject to such exceptions, reservations, terms, covenants, agreements, conditions, and restrictions as the Secretary of Education, or his authorized representative, may require in connection with the disposal of said property under said Act and the rules and regulations issued pursuant thereto; and, be it further

RESOLVED, That The California State University has legal authority, is willing and is in a position financially and otherwise to assume immediate care and maintenance of the property and that Barry Munitz, chancellor, or his designees, including but not limited to Molly Broad, senior vice chancellor, administration and finance, and Handel Evans, interim president, San Jose State University, are hereby authorized, for and on behalf of The California State University, to do and perform any and all acts and things which may be necessary to carry out the foregoing resolution, including the preparing, making, and filing of plans, applications, reports, and other documents, and execution, acceptance, delivery, and recordation of agreements, deeds, and other instruments pertaining to the transfer of said property, and the payment of any and all sums necessary on account of the purchase price thereof fees (including the service charge, if any, assessed by the State Agency for Surplus Property) or costs incurred in connection with the transfer of said property for surveys, title searches, appraisals, recordation of instruments, or escrow costs, together with any payments by virtue of nonuse or deferral of use of the property; and, be it further

RESOLVED, That if The California State University is unable to place the property into use within the time limitations indicated below (or determines that a deferral of use should occur), it is understood that The California State University will pay to the Department for each month of nonuse beginning 12 months after the date of the deed, or 36 months where construction or major renovation is contemplated, the sum of 1/360 of the then market value for each month of nonuse, and, be it further

RESOLVED, That if the application is approved, a copy of the application and standard deed conditions will be filed with the permanent minutes of the Board.

Source The California State University

- The grant of land must include sufficient space for a campus, "and must include residential units with their accompanying land so that the campus may serve statewide as well as local educational needs
- The federal government is responsible for removal of any hazardous and toxic wastes in a timely manner
- Applicable federal and California legal requirements for environmental review are met

'Although not part of the Trustees' resolution, the understanding that the federal government will provide construction funds for renovation and upgrading of the facilities remains a crucial part of the State University's attempt to acquire the 1 286 acres on the base "

Although not part of the Trustees' resolution, the understanding that the federal government will provide construction funds for renovation and upgrading of the facilities remains a crucial part of the State University's attempt to acquire the 1,286 acres on the base

In September, a planning office was established in Seaside, adjacent to Fort Ord, with a minimal staff An Interim Provost (Stephen F Arvizu) and a Director of Operations, Planning, and Development (Richard E "Hank" Hendrickson, USA Retired) were appointed, along with three support staff, to oversee academic and physical planning for the new campus

On November 4, 1992, the State University forwarded another letter to the Commission that updated some of the planning activities that had taken place over the previous several months The letter recognized the Commission's responsibilities for the review of new institutions, noted several cooperative efforts with other jurisdictions that were under way, acknowledged the "Letter of Intent to Expand" process, and promised to provide the Commission with whatever information may be required to complete that process That information is the subject of the next chapter of this report

The next major events were two Memoranda of Understanding (MOUs) -- the first between the California State University and the University of California to establish a Cooperative Academic and Capital Planning Effort, and the second between the State University and the Commission Finalized on December 7, 1992, the CSU/UC agreement specifies the State University's intent to create a comprehensive campus, and the University of California's intent to create a research center on 1,200 acres adjacent to the State University site The general purposes of each operation were detailed, and commitments to joint planning in areas of mutual concern were agreed to Neither segment agreed to finance any of the planning activities of the other

Ten days later, the Memorandum of Understanding was finalized between the State University and the Commission that specified the intent "to cooperate and collaborate in a joint planning effort, where possible, for general and specific areas of mutual interest" and to generate various "feasibility studies associated with the *Guidelines* document of CPEC " Among the specified outcomes were enrollment studies and reports, a report on innovative educational delivery systems, and an outline of a planning process that might be useful in future studies

Although a Memorandum of Understanding between the Commission and one of the higher education systems is unusual, the policy of cooperation, collaboration, and joint planning is consistent with both the intent and the spirit of the Commission's *Guidelines* In all past reviews of proposed new campuses and centers, the Commission has worked cooperatively with the segments in an effort to develop better proposals, and to assure that all proposals serve the needs of California residents In some cases, it has been determined that a proposal contains conceptual inadequacies sufficient to prevent it from satisfying the Commission's criteria, but in most cases, cooperative planning has produced welcome improvements, and a better planning process This report is part of that process, and will be augmented by a subsequent report in Spring 1994 on the State University's planning progress

On February 23, 1993, the State University submitted a lengthy formal application to the U S Department of Education for the conveyance of 1,300 acres of Fort Ord land (currently 1,286 acres) Although exact detail for the complete inventory of buildings could not be provided in the application -- and cannot be until the buildings are vacated by the Army -- the application provided a preliminary estimate of the cost of renovating the facilities within the footprint for the purpose of meeting seismic/fire/life/safety requirements, as well as to convert some of the buildings to educational uses That estimate was for just over $136 million and is detailed in Displays 9 and 10 The totals in the two displays do not match exactly,

DISPLAY 9 *Summary of Structures in the Western Part of the Footprint for California State University, Monterey Bay, with Estimated Renovation and Conversion Costs*

Type of Space	Building Group Number	Number of Buildings	Total Gross Square Feet	Estimated Minimum Expenditure to Prepare for Use: Year to Begin Use	Per Building (in Thousands)	Total (in Thousands)
Academic	1	21	840,000	1995-99	$2,600	$54,600
	2	2	40,000	1995-99	250	500
	3	7	28,000	1995-99	500	3,500
Administration	4	5	100,000	1995-99	$1,600	$8,000
	5	3	60,000	1995-99	250	750
Support	6	5	125,000	1995-99	$250	$1,200
	7	14	210,000 (Estimated)	1995-99	—	2,200
	8	1	50,000 (Estimated)	1997	—	500
	9	1	50,000 (Estimated)	1997	—	500
	10	1	32,000	1995	—	500
	11	1	25,000	1997	—	200
	12	2	50,000	1995-99	500	1,000
Residence Halls	13	19	389,500	1995-99	$2,100	$39,900
Subtotal		82	1,999,500	—	—	$113,350
Architectural, Engineering, and Contract Management Fees						$17,100
Contingency						$5,700
Total						$136,150

Source The California State University, 1993, p 24

DISPLAY 10 *Total Estimated Costs for Renovation, Conversion, and Upgrades for California State University, Monterey Bay, with Dollars in Thousands*

Item	Estimated Expenditures by Fiscal Year* 1993-94	1994-95	1995-96	1996-97	Totals
Number of Buildings Renovated					
Barracks Buildings	7	5	5	5	22
Dormitory Buildings	7	4	4	4	19
Administration Buildings	2	1	1	1	5
Totals	16	10	10	10	46
Seismic Upgrade					
Barracks Buildings	$5,900	$4,410	$4,620	$4,830	$19,760
Dormitory Buildings	$11,200	$6,720	$7,040	$7,360	$32,320
Administration Buildings	$1,000	$530	$550	$580	$2,660
Code Compliance Upgrade					
Barracks Buildings	$3,010	$2,260	$2,370	$2,470	$10,110
Dormitory Buildings	$2,170	$1,300	$1,360	$1,430	$6,260
Administration Buildings	$940	$490	$520	$540	$2,490
Conversion/Renovation					
Barracks Buildings	$9,170	$6,880	$7,210	$7,530	$30,790
Dormitory Buildings	$1,890	$1,130	$1,190	$1,240	$5,450
Administration Buildings	$1,440	$760	$790	$830	$3,820
Subtotals					
Construction Costs	$36,720	$24,480	$25,650	$26,810	$113,660
Architecture, Engineering, Contract	$7,340	$4,900	$5,130	$5,360	$22,730
Totals	$44,060	$29,380	$30,780	$32,170	$136,390

* Estimates are in 1992 dollars with 5 percent annual increases for inflation.

Source The California State University, Office of Planning and Development

since both are estimates drawn for different purposes, and because precise budgets have not yet been finalized

The application also included indicators of the academic mission of the new campus At the core of that mission is a commitment to the idea that the Monterey Bay campus will be committed to innovation and technology While specifics are lacking at this stage of development -- in part because of the absence of a president and academic vice president -- the interdisciplinary emphasis is suggestive of new directions

> Efforts will likely be made to minimize the "Balkanization" that occurs from sometimes rigid departmental boundaries Ways will be sought to blend traditional academic disciplines while retaining the capacity for students and faculty to pursue programmatic specializations Institutional structures should be examined that will encourage and support flexibility in both interdisciplinary teaching and research, discourage narrow specialization, and enable degree programs to incorporate new combinations

> of disciplines such as might be found in an environmental design and planning program which would be a hybrid of study in such fields as science, engineering, economics, and sociology University-wide faculty appointments could be an important component of this concept Such an approach also would enable the university to respond more quickly to new educational demands prompted by regional, national, and global changes (1993, p 17)

Other elements of the application connote an emphasis on multicultural and international education, telecommunications, and general education

The application contains a detailed listing of the buildings proposed to be transferred to the State University In the core campus area, this includes 82 separate structures with a total area of about 2 million gross square feet

On June 9, the State University provided a number of interested parties with an overview of progress to date in planning for the new campus in Monterey Entitled *Ft Ord -- Plan for Planning and Vision*, it provided a "Vision Statement," a "Plan for Planning," a section on "Planning a Campus for the 21st Century," and a schedule of tasks remaining to be accomplished along with a time frame for accomplishing them

The vision encompasses six goals

- To be the prototypical university for the next century,
- To advance innovative approaches to traditional educational problems,
- To attract a prestigious faculty,
- To provide a model for the way education must adjust to meet the challenges of a new century,
- To develop academic programs that transcend traditional walls and shape the institution, and
- To create an institution of distinction in its commitment to teaching, research, and public service

In order to bring this vision into reality, three task forces are to be formed under the general auspices of the umbrella Fort Ord Planning Committee The basic organization of the committee and task forces is shown in Display 11 on page 39 and the members of the planning team as it was constituted on June 9 are listed in Display 12 It may be anticipated that some changes in the list of members will occur and that there may be some changes in emphasis One possible change is to introduce a task force on technology that will provide advice to all of the other task forces

The basic schedule for tasks remaining to be accomplished include those listed on page 40 The listed dates represent the outer limits of those noted in the June 9 memorandum

DISPLAY 11 Basic Structure of the Fort Ord Planning Committee

Source Leveille, 1993, p 7

DISPLAY 12 Members of the Fort Ord Planning Committee as of June 1993

Handel Evans, *Chair*	President, San Jose State University, and Executive in Charge, California State University, Monterey Bay
Richard E Hendrickson	Director of Planning and Operations, California State University, Monterey Bay
To be Named	Chair, Task Group on Educational Environment
Stephen F Arvizu	Interim Provost, responsible for the academic planning effort
Olita Harris	Chair, Task Group on Educational Mission
Harold Goldwhite	Chair, Statewide Academic Senate
June Cooper	Vice Chancellor, Faculty and Staff Affairs
Alexander W Astin	Professor of Higher Education, University of California, Los Angeles, representing external expertise
Jon Regnier	Assistant Vice Chancellor, Physical Planning and Development
Brian Murphy	Representing external environments
David E Leveille	Director of Institutional Relations, representing Chancellor Munitz
Beth Buehlmann	Director of Federal Relations (Washington D C)
To be Named	Representative, California Postsecondary Education Commission
To be Named	Two Faculty Representatives
To be Named	One Student Representative
To be named	Two Community Representatives
To be Named	One University of California Representative
To be Named	One Community College Representative
To be Named	Two At-Large Representatives

Source The California State University

1 Update the CSU growth plan to reflect future systemwide enrollment capacity (August 1993)

2 Introduce legislation to add Monterey Bay to Education Code Section 89001, the section that lists all State University campuses (December 1993)

3 Needs study required by CPEC *Guidelines* (October 1993)

4 Academic Plan This is intended to be preliminary, but should inform the needs study, the Campus Master Plan, and serve as the basis for initial development of the curriculum, the determination of personnel needs, and lead ultimately to a final Academic Master Plan (September 1993)

5 Accreditation Initiate discussions and implement steps required by the Western Association of Schools and Colleges to achieve the necessary accreditation status required for a campus (June 1994)

6 Community college relationships "Continue to investigate cooperative and collaborative relationships with regional community colleges, including very specific relationships with the Monterey Peninsula Community College" (June 1994)

7 Prepare catalog (July 1994)

8 Develop campus master plan to determine the needs for rehabilitation, modification, or new building requirements that will permit the campus to implement the academic master plan (October 1993)

9 Obtain federal renovation funding (October 1993)

10 Regional infrastructure study This involves an effort to obtain federal funding for the repair and improvement of utilities, physical structures, water supplies, roads, sewer systems, etc (October 1993)

11 Various architectural and construction items These include hiring a campus architect, accumulating additional data on the condition of buildings, development of working drawings, and related matters (December 1993)

12 Information systems and telecommunications In general, this item relates to the entire question of how best to use technological applications Although a date is noted, this should be a process that continues for many years (December 1993)

13 Local Memoranda of Understanding There is a need to develop memoranda of understandings with various local jurisdictions to determine various matters relating to services, relationships, and points of contact (September 1993)

14 Not for profit operations Many decisions will have to made concerning housing, food service, a bookstore, a student union, parking, grants and contracts, etc (June 1994)

15 Development of an Environmental Impact Report (June 1994)

16 Development of a Strategic Plan This encompasses all of the human, financial, enrollment, educational, and physical planning necessary for the campus to evolve over a 20-30 year period (June 1994)

17 Development of a Marketing Plan This will determine the campus's "niche" in the State University's overall student market, the admission and recruitment processes to be employed, and the most expeditious manner of attracting students (October 1993)

With little question, this schedule of activities is extraordinarily ambitious, and it should not be surprising if any number of deadlines need to be revised Consultation processes alone require much time and effort, and many of the most crucial elements of consultation are still in the developmental stage Even the Fort Ord Planning Committee noted above has not been fully named, and there is much yet to be accomplished in terms of relations with other institutions, particularly the community colleges Finally, there have been delays at the federal level, since as of this writing a final decision to convey the property to the State University has not been made

On July 7 of this year, Commission staff met with Steve Arvizu, Hank Hendrickson, and David Leveille for several hours to discuss matters of mutual concern At that meeting, the Commission's *Guidelines* were discussed at length, including all of the criteria that govern the Commission's review of new institutions These include enrollment projections, the evolution of the new campus, possibly starting with upper-division and graduate programs followed by lower-division coursework several years later, funding sources, academic planning, cooperation with adjacent institutions, including the community colleges and University of California, Santa Cruz, among others, transportation access, service to disadvantaged students, and environmental concerns Although no final conclusions were reached, it was agreed that the State University would provide certain information to the Commission that would inform a preliminary Commission review of the proposal to establish the new campus There were also discussions of long-range planning generally, and how the Monterey Bay campus might fit into the State University's overall plans for enrollment growth

A later meeting on August 12 between Commission staff and the Monterey Bay planning staff provided a bit more clarity concerning the academic program At that time, Dr Arvizu indicated a preference for "academic clusters" rather than rigid departments These clusters would have five emphases

The sciences (especially marine, atmospheric, and environmental)

The visual and performing arts

Languages, cultures, and international studies

Futuristic education

International business

On July 23, George E Hoops of the U S Department of Education wrote to Hank

Hendrickson indicating his intention to approve the State University's application for the conveyance of 1,300 acres of land (Display 13), an intention that should be made official shortly after a scheduled meeting on August 17 Current indications are that official Department of Education approval will be secured by September 1 A meeting with the Secretary of the Army is scheduled for October 11, with formal Army approval to follow Current estimates are that the State University should assume physical control of the property no later than May 1, 1994

DISPLAY 13 Letter from George E. Hoops to Richard E. (Hank) Hendrickson

U S. DEPARTMENT OF EDUCATION

Jackson Federal Building
915 Second Avenue
Seattle Washington 98174-1099

FEDERAL REAL PROPERTY
ASSISTANCE PROGRAM
Western Zone

(206) 220-7815
FAX 220-7806

July 23, 1993

Mr. Richard E. Hendrickson
Executive Dean
California State University,
Monterey Bay
915 Hilby Avenue Suite 28
Seaside, CA 93955

Dear Mr. Hendrickson

Confirming our telephone conversation today, we have completed our review of the CSU application for a public benefit conveyance of approximately 1,300 acres (and related improvements) of the Fort Ord Military Reservation Having received the supplemental material requested earlier, I propose to approve that application.

However, I am withholding the issuance of a formal written notice of approval pending receipt of supplementary material concerning the rental of housing, disposition of rental proceeds, etc., details of which are to be worked out in our meeting at Fort Ord on August 17th.

Formal approval having been given, we will then proceed to request assignment of the property from Army for subsequent conveyance recognizing a public benefit allowance (PBA) of 100%. As a matter of information, you would be interested to know that, in our "scoring" of the CSU application, the accumulated PBA total was 110%

Sincerely,

George E. Hoops
Director

In writing guidelines, of course, the situation invariably arises that does not quite fit the mold, and the proposal to establish California State University, Monterey Bay certainly falls into that category For one thing, military base conversions were not anticipated when the *Guidelines* were written, nor was it anticipated that an entire campus might come into existence without the need for State capital outlay appropriations In the specific case of Fort Ord, and the State University's current plans for its development, the very idea of a statewide campus for that system was not anticipated, nor was there a thought that any State University campus would be predominantly residential in character

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In spite of the uniqueness of the proposal, however, the *Guidelines* remain sufficiently flexible to permit the Commission to follow basic procedures, and consequently to conform quite closely to the spirit of the process, if not exactly to the letter A case in point is the enrollment projection California State University, Monterey Bay is such a unique proposal that it is simply not possible to make any enrollment projection conform to a statewide projection, or even to any previously existing statewide development plans Given the budgetary disorder that has engulfed higher education over the past several years, and the destabilizing effect that disorder has had on enrollments generally, it is clear that a new statewide plan is badly needed, one the Commission is actively engaged in developing -- with the segments -- at the present time In the mean time, however, the urgency of the base closure process necessitates continued progress, and it is therefore necessary to consider the State University's preliminary enrollment projection for the Fort Ord property

The time schedule is another imponderable The schedule of events noted in the previous chapter is clearly preliminary, and will almost certainly be subject to numerous changes over time The same is doubtlessly true of the capital outlay budget, which the *Guidelines* assume is to come from the State, but in this case must come entirely from the federal government Currently, $25 million has been included in a federal appropriations bill for the new campus in Fiscal 1994, but that bill has not yet passed The State University has been extremely forthright in providing the Commission with budgetary information, much of which is included in this part of this report, but the likelihood of the projections becoming reality is impossible to predict in the current governmental budgetary climate

With those qualifications, it should be added that the Commission's cooperative planning efforts with the State University have revealed a great deal of useful data As to enrollments, a preliminary projection of headcounts has been submitted, as shown in Display 14 on the opposite page The distribution of students by level (Lower-Division, Upper-Division, and Graduate/Post-Baccalaureate) is based on the distribution at three residential campuses -- Chico, Humboldt, and San Luis Obispo The way in which the headcount enrollment is translated into full-time-equivalent students (FTES) is shown in Display 15, also on the opposite page The translation of headcount to full-time-equivalent student enrollment is based on average student workloads at the same three campuses

The preliminary capital outlay budget for the new campus was outlined in the previous section of this report on pages 36-37, with all of the funding expected to

DISPLAY 14 Preliminary Headcount Student Enrollment Projection for California State University, Monterey Bay, 1995 to 2020

Year	Local Enrollment: Lower Division	Local Enrollment: Upper Division	Local Enrollment: Graduate/ Post-Baccalaureate	Local Enrollment: Total Local Enrollment	Non-Local Enrollment as a Percentage ofLocal Enrollment	Non-Local Enrollment	Grand Total Enrollment
1995	698	1,788	1,086	3,572	14 9%	630	4,202
1996	707	1,779	1,104	3,590	19 7%	881	4,471
1997	720	1,794	1,122	3,636	24 4%	1,173	4,808
1998	738	1,813	1,138	3,689	29 1%	1,514	5,203
1999	760	1,838	1,153	3,751	33 8%	1,915	5,666
2000	783	1,872	1,168	3,823	38 5%	2,393	6,216
2001	805	1,913	1,181	3,899	43 2%	2,966	6,865
2002	828	1,949	1,198	3,975	47 9%	3,654	7,629
2003	848	1,949	1,198	3,995	52 6%	4,434	8,430
2004	870	2,027	1,227	4,124	57 2%	5,534	9,659
2005	894	2,065	1,243	4,202	62 0%	6,856	11,058
2010	1,022	2,262	1,310	4,594	66 3%	9,039	13,634
2015	1,067	2,497	1,376	4,940	70 6%	11,863	16,803
2020	1,073	2,541	1,436	5,050	74 9%	15,071	20,121

Source California State University Special Projection, August 16

DISPLAY 15 Preliminary Average Student Workload and Full-Time-Equivalent Student Enrollment Projection for California State University, Monterey Bay, 1995 to 2020

	Lower Division	Upper Division	Graduate/ Post-Baccalaureate	Total
Workload	14 04	13 86	10 04	
Year				
1995	1,152	2,361	279	3,792
1996	1,225	2,512	296	4,033
1997	1,318	2,701	319	4,338
1998	1,426	2,923	345	4,694
1999	1,553	3,183	376	5,112
2000	1,704	3,492	412	5,608
2001	1,882	3,857	455	6,194
2002	2,091	4,286	506	6,883
2003	2,310	4,736	559	7,605
2004	2,647	5,426	640	8,713
2005	3,031	6,212	733	9,976
2010	3,737	7,659	904	12,300
2015	4,605	9,439	1,114	15,158
2020	5,515	11,303	1,334	18,152

Source California State University Special Projection, August 16

come from the federal government Various support budget requests have also been developed, a composite of which is shown in Display 16 on page 46 This projection, at the time it was developed, anticipated the arrival of 2,000 full-time-eqivalent students within the 1994-95 academic year, an unlikely possibility at the present time It is more likely that students will begin arriving in Fall 1995, perhaps with an initial "critical mass" of 1,000 FTES enrollment From there, the anticipated annual expansion of 750 FTES should probably be considered a very high, but probably achievable, growth rate assuming operational funding is forthcoming from the State to acquire the necessary faculty and staff to accommodate them Accordingly, the 1994-95 budget estimate of almost $30 million is probably quite high, although a need for funding close to that in 1995-96 is probable

The other elements of the letter of intent include the following

DISPLAY 16 Proposed Support Budget for California State University, Monterey Bay, 1993-94 to 1996-97

Expenditure Category	Projected Costs by Fiscal Year							
	Number of Positions	1993-94 (Startup)	Number of Positions (2.000 FTES)	1994-95	Number of Positions (2.750 FTES)	1995-96	Number of Positions (3.500 FTES)	1996-97
SALARIES AND WAGES								
Academic Support								
Instructional Support	6 0	$298,556	62 8	$3,613,171	79 2	$4,569,967	95 7	$5,607,656
Instructional Faculty	10 0	517,494	160 0	11,878,811	220 0	16,986,577	280 0	22,484,214
Academic Support	1 5	43,146	39 4	2,190,581	43 5	2,506,581	47 7	2,853,562
Student Services	1 5	43,146	56 3	3,049,069	68 7	3,815,311	76 4	4,388,083
Total Academic Support	19 0	$902,342	318 5	$20,731,632	411 4	$27,878,436	499 8	$35,333,515
Institutional Support								
Executive Management	10 0	$574,951	57 7	$3,620,716	71 3	$4,430,788	82 6	$5,189,948
Public Safety	21 0	342,331	21 0	1,026,990	21 0	1,026,990	21 0	1,026,990
Plant Operations	5 4	86,861	24 4	1,358,897	24 4	1,413,259	24 4	1,469,784
Grounds	1 0	18,564	40 7	1,449,977	40 7	1,507,998	40 7	1,568,294
Custodial	1 0	18,564	37 2	1,188,693	54 9	1,717,001	72 7	2,252,003
Community Relations	0 0	0	2 2	161,454	2 2	167,912	2 2	174,629
Total Institutional Support	38 4	$1,041,271	183 2	$8,806,727	214 5	$10,263,948	243 6	$11,681,648
Total Salaries and Wages	57 4	$1 943 613	501 7	$29,538,359	625 9	$38,142,384	743 4	$47,015,163
OPERATING EXPENDITURES								
Academic Support		$410,000						
Public Safety		289,823		No further detail currently available				
Executive Management		609,466						
Plant Operations		97,440						
Total Operating Expenditures		$1,406,729		$1,458,543		$1,678,099		$1,898,160
Grand Total Expenditures		$3,350,342		$30,996,902		$39,820,483		$48,913,323

Source The California State University, Office of Planning and Development

- The prioritization of the campus ahead of others In essence, and as this and other reports have stated in various ways, the uniqueness of the opportunity tends to overwhelm the issue of prioritization Nevertheless, it is anticipated that the issue of campus priorities will be addressed extensively in both the State University's Needs Study, and probably more importantly, in the long-range plan that will be discussed at length at various meetings of the Commission's Capital Outlay Planning Advisory Committee
- A time schedule for the campus's development This schedule has been discussed previously in this report, to the extent that external factors -- particularly regarding the anticipated actions of the federal government -- permit finalization of deadlines For some months to come, and as hundreds

of decisions at various levels are made, the time schedule will show far greater solidity than it does at the present time

- A ten-year capital outlay budget Similar to the time schedule, budget development remains in process The State University has provided a detailed capital budget of $136 4 million that it expects to receive from the federal government At present, no State capital outlay funding is anticipated
- A formal resolution by the governing board This is shown in Display 8 on pages 33-34
- The geographic location of the proposed institution Two maps are included as Displays 5 and 6 on pages 27 and 28-29 above

5 Conclusions and Recommendations

Make no little plans; they have no magic to stir men's blood

Daniel Hudson Burnham

Introduction

This past April, Executive Director Warren Halsey Fox urged the California Postsecondary Education Commission to take "a fresh look at California higher education." Central to his call for a reexamination of the enterprise was his assumption that "California does not, and probably will not, fund higher education as generously as it has in the past." Because of that strong probability, he and the staff proposed five major policy questions

1 *Structure* How might California's system of public higher education be reconceptualized?

2 *Resources* How should California approach the funding of higher education?

3 *Priorities* If California cannot afford to finance public higher education adequately, how should it seek to ration resources?

4 *Graduate Education* How should California go about planning for graduate education?

5 *Accountability* How will California know if its public postsecondary educational institutions are meeting State goals and priorities?

Possible answers to these questions were suggested in the "Fresh Look" paper, and many of them included such structural innovations as targeted changes in mission and function for selected campuses, greater cooperative endeavors among the three systems of higher education, greater emphasis in selected community colleges on the needs of local labor markets, and heightened flexibility in both scheduling and curricular offerings He also spoke to various financing alternatives, to the need for greater lifelong learning opportunities, to expanded uses of technology, to a closer relationship between graduate education and workforce planning, and to the development of better performance measures

Given the resource constraints on both the support and capital construction sides of the State budget, in concert with continuing population increases and the resultant enrollment pressures on higher education institutions, it is important that

no opportunity for maximizing resources and increasing higher education's productivity be neglected or overlooked To put this another way, it may soon become imperative that this State examine all of the fundamental assumptions of finance, management, administration, and pedagogy that have governed higher education for the greater part of this century At the same time, it will be equally important that California not embrace innovation so wholeheartedly and uncritically that change is offered for its own sake without due consideration of possible adverse effects Change is needed, and will surely come, but it should not be forgotten that much of what higher education does has been time tested, and that many practices have become "traditional" precisely because generations have found them to be effective

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Those comments may serve as a background to the question of what to do with a unique opportunity -- the granting by the United States Departments of the Army and Education of approximately $1 billion worth of land (1,286 acres) and hundreds of buildings (including 1,253 housing units) to the California State University for the development of a new campus There is the additional promise, not yet finalized, of over $100 million in construction funds to renovate facilities and render them useful for both instruction and housing Never has such an opportunity been presented to this State, and it comes at a time when the pressures on higher education of fiscal crisis, demographic change, and external criticism have grown to the point where the will may be present to embark on a bold new conception

There is no shortage of ideas and suggestions for the improvement of higher education Among them are

- Faculty should teach more, and do less research,
- Students should take heavier loads and graduate sooner,
- There should be massive uses of technology, programmed instruction, multimedia, and distance learning,
- Institutions should be more sensitive to the work place and job creation, and eliminate programs and courses that fail to provide graduates ready to enter the workforce,
- College and universities should be regulated more, or perhaps there should be charter campuses exempt from regulation,
- Tenure should be abolished or replaced by multi-year contracts,
- Administrative personnel should be reduced, buildings should be made more flexible, part-time faculty should be used more extensively, or less so, management should pay more attention to its "customers",
- Different measures of output and assessment should be devised, with higher education institutions being held accountable for increases in "productivity "

All these ideas, and many more, are offered for the purpose of improving a societal

centerpiece that has been responsible for a large share of what is now seen to be a compromised prosperity

"Although it would be unwise to experiment without restraint, the ceding of a valuable portion of Fort Ord represents an opportunity to experiment with a sufficiently large entity that it will ultimately be difficult to argue that various innovations failed for lack of scale "

Although it would be unwise to experiment without restraint, the ceding of a valuable portion of Fort Ord represents an opportunity to experiment with a sufficiently large entity that it will ultimately be difficult to argue that various innovations failed for lack of scale In addition, many find disconcerting the idea that just another State University campus should be created in Monterey There, it may be argued, an opportunity has been created to design a new method of academic administration, perhaps one that is less bound by departments and the inevitable territorial parochialism such arrangements often produce Perhaps technological innovations can be introduced that will provide a preview, or even the reality, of the "University of the 21st Century " Perhaps new ways of teaching can be devised, perhaps greater management flexibility will provide better service to the university community, perhaps assessment and evaluation mechanisms can be devised that truly measure learning, rather than measure only the production of credit hours or full-time-equivalencies Such tools might measure real learning, not just time in class or the occupancy of seats

In this report, the Commission has explored some of these ideas

- In Part One, it discussed a number of possibilities for what the higher education environment of the next several decades may look like, drawing on some of the "environmental scanning" work developed by the Society for College and University Planning In that section, the Commission also reviewed some of the criticisms of higher education that have emerged in recent years, particularly regarding academic management, and then moved to a discussion of a new model for measuring productivity, before speculating on the possible effects of technology in the academic community

- Part Two was concerned with concepts that may enjoy increasing currency in the next decade or so "Quality" and "Flexibility " The quality movement that is having ever more noticeable effects within the American industrial and service sectors, and which revolutionized manufacturing in Japan, is being adopted by an increasing number of institutions of higher education across the United States Its most popular current moniker is "Total Quality Management" (TQM), but it goes by many other names, including "Continuous Quality Improvement" (CQI), "Quality Improvement Process" (QIP), or just "Transformation " In that part of the report, the Commission discussed the phenomenon in some depth, and speculates on the possibilities of creating a Total Quality Management campus at Monterey Bay It also discussed the possibility of establishing a "charter university" there -- a term derived from the "charter school" movement in the elementary and secondary sphere -- which could produce an institution largely freed from the constraints of external bureaucratic control

- In Part Three, the Commission offered a history and status report on the

development of the Fort Ord proposal, together with the State University's proposed time schedule for the subsequent stages of its development

- In Part Four, the Commission discussed the State University's "Letter of Intent to Expand," which includes a preliminary enrollment projection and several other items of general information required at this stage of consideration by the Commission's *Guidelines for the Review of Proposed University Campuses, Community Colleges, and Educational Centers*

It should be noted that this is the first time the Commission has been asked to respond officially to a Letter of Intent to Expand Normally, and as provided by the *Guidelines*, the Commission's executive director responds in writing to the systemwide chief executive officer within 60 days of his receipt of the Letter of Intent Subsequently, the system prepares a "Needs Study," to which the Commission responds officially In the present case, however, the circumstances are so unique, the scope of the project so large, and the environment surrounding higher education so volatile and austere, that it was felt that the Commission should be fully involved at a very early stage

the circumstances are so unique, the scope of the project so large, and the environment surrounding higher education so volatile and austere that it was felt that the Commission should be fully involved at a very early stage "

Accordingly, the Commission offers the following conclusions and recommendations

Conclusions

1 The possibility of acquiring 1,286 acres of land at Fort Ord in Monterey represents an opportunity unique in the history of California higher education The approximate $1 billion value of the land and buildings also represents the largest single gift ever received by the California State University system

2 Should it become a reality, California State University, Monterey Bay may ultimately enroll as many as 25,000 full-time-equivalent students, an enrollment that will probably require over 30 years to achieve, given a starting enrollment of 2,000 full-time-equivalent students in 1995-96 and an annual growth rate of 750 such students

3 In planning for the Monterey Bay campus, the State University should take the probable realities of life in the twenty-first century into account Those realities will include the facts that the United States will be a technologically oriented, knowledge-based society, there will be an overwhelming emphasis on manufacturing and service quality (including educational services), multiculturalism and internationalism will dominate social, political, and economic life, and in the midst of rapid change and an increasing demand for higher education services, resources for higher education will be limited as never before, and higher education will be asked to do far more with less

4 Planning for Fort Ord should not advance along traditional pedagogical and managerial lines The new campus should devise a highly flexible and administratively "flat" organizational structure that will not only encourage educational innovation and a multidisciplinary curriculum, but will also discourage the establishment of academic fiefdoms

5 Wherever possible, facilities should not become the proprietary interest of any one academic department but should be generic to all departments Class scheduling should be centralized and governed by a modern computerized class scheduling system

6 The creation of a modern, technologically oriented library will represent a major challenge as planning for the new campus proceeds While a core collection of books and periodicals is probably essential, ways should be found to distribute and diversify library access throughout the campus, including in the residence halls

7 Because the disposition of the Fort Ord property will involve so many jurisdictions, including the University of California, several community colleges, several independent institutions, various federal agencies, and any number of private corporations, among others, it will be important for the State University to maintain close ties with the surrounding community

8 Since the creation of any new State University campus inevitably involves a potential jurisdictional dispute with community colleges over the provision of lower division coursework, close lines of communication and a strong spirit of cooperation between the State University and the four community colleges in the area (Monterey Peninsula College, Hartnell College, Gavilan College, and Cabrillo College) will be very important

9 Because of the multi-jurisdictional nature of the Ford Ord closure process, opportunities for intersegmental and public/private cooperation are becoming available on a scale never before seen in California The California State University would be wise to take maximum advantage of these opportunities

10 The data and other information submitted by the State University in support of its Letter of Intent to Expand are comprehensive and altogether adequate for this stage of the review process

Recommendations

1. The Commission recommends that the California State University move forward with its planning efforts for the creation of California State University, Monterey Bay.

2. The Commission recommends that a liaison committee consisting of representatives from the State University, the four community colleges in the region (Monterey Peninsula College, Hartnell College, Gavilan College, and Cabrillo College), and the Commission be established for the purpose of discussing such issues as lower-division course work at California State University, Monterey Bay.

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly Six others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of June 1995, the Commissioners representing the general public are.

Henry Der, San Francisco; *Chair*
Guillermo Rodriguez, Jr , San Francisco, *Vice Chair*
Elaine Alquist, Santa Clara
Mim Andelson, Los Angeles
C Thomas Dean, Long Beach
Jeffrey I Marston, San Diego
Melinda G Wilson, Torrance
Linda J Wong, Los Angeles
Ellen F Wright, Saratoga

Representatives of the segments are

Roy T Brophy, Fair Oaks, appointed by the Regents of the University of California,

Yvonne W Larsen, San Diego, appointed by the California State Board of Education;

Alice Petrossian, Glendale, appointed by the Board of Governors of the California Community Colleges,

Ted J Saenger, San Francisco, appointed by the Trustees of the California State University,

Kyhl Smeby, Pasadena, appointed by the Governor to represent California's independent colleges and universities, and

Frank R. Martinez, San Luis Obispo, appointed by the Council for Private Postsecondary and Vocational Education

The two student representatives are
Stephen Lesher, Meadow Vista
Beverly A. Sandeen, Costa Mesa

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs "

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Warren Halsey Fox, Ph D , who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938, telephone (916) 445-7933

Creating a Campus for the Twenty-First Century ◆ The California State University and Fort Ord

Commission Report 93-22

ONE of a series of reports published by the California Postsecondary Education Commission as part of its planning and coordinating responsibilities Single copies may be obtained without charge from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938 Recent reports include

93-10 *A Dream Deferred California's Waning Higher Education Opportunities A Statement by the California Postsecondary Education Commission* (June 1993)

93-11 *Student Fees and Fee Policy at the California Maritime Academy A Report to the Governor and Legislature in Response to Supplemental Report Language of the 1992 Budget Act* (June 1993)

93-12 *Proposed Establishment of the Vacaville Higher Education Center of the Solano County Community College District A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (June 1993)

93-13 *Major Gains and Losses, 1986-87 to 1991-92 A Report on Shifts in the Popularity of Various Academic Disciplines as Fields of Study at California's Public Universities* (June 1993)

93-14 *Fiscal Profiles, 1993 The Third in a Series of Factbooks About the Financing of California Higher Education* (July 1993)

93-15 *Student and Staff Satisfaction with Programs for Students with Disabilities Comments by the California Postsecondary Education Commission on Reports Prepared by California's Public Systems of Higher Education in Response to Assembly Bill 746 (Chapter 829, Statutes of 1987)* (September 1993)

93-16 *Proposed Construction of the Madera County Educational Center in the State Center Community College District A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (September 1993)

93-17 *Faculty Salaries in California's Community Colleges, 1992-93 A Report to the Legislature and the Governor in Response to Supplemental Report Language for the 1979 Budget Act* (September 1993)

93-18 *Appropriations in the 1993-94 State Budget for Higher Education A Staff Report to the California Postsecondary Education Commission* (September 1993)

93-19 *Commission Activities and Concerns of the Past Decade A Retrospective of Issues Confronting California Higher Education Between 1983 and 1993* (September 1993)

93-20 *Library and Information Services Education in California A Report to the Intersegmental Program Review Council from the Staff of the California Postsecondary Education Commission* (October 1993)

93-21 *Who Will Take Responsibility for the Future of California Higher Education? A Statement by Clark Kerr to the California Postsecondary Education Commission, October 25, 1993* (October 1993)

93-22 *Creating a Campus for the Twenty-First Century ◆ The California State University and Fort Ord* (October 1993)